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BY THE COMPTROLLER GENERAL

Report To The Congress

OF THE UNITED STATES

World Hunger And Malnutrition Continue: Slow Progress In Carrying Out World Food Conference Objectives

Despite better weather and harvests in recent years, world hunger and malnutrition persist. There is an urgent need to avoid complacency among nations regarding global hunger and malnutrition.

This report

- examines U.S. and international attempts to act on worldwide resolves regarding global hunger,
- seeks to raise the visibility and priority of crucial food and hunger issues, and
- offers an independent perspective on problems and progress in carrying out 1974 World Food Conference resolutions.

Recommendations to improve the U.S. response to world hunger are included.



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To the President of the Senate and the
Speaker of the House of Representatives

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This report describes the progress and problems in implementing the resolutions of the 1974 World Food Conference, and discusses some of the constraints involved in U.S. and international efforts in relieving global hunger and malnutrition. The report makes recommendations for more effective U.S. participation in these areas.

We made this review to update the status of U.S. efforts and to see how they relate to international actions, and also to provide food policymakers here and abroad with an independent perspective on what has generally occurred since the Conference and some insight on what remains to be done.

Copies of this report are being sent to the Director, Office of Management and Budget; the Administrator, Agency for International Development; to the Secretaries of State, the Treasury, and Agriculture; and to the Chairman of the Presidential Commission on World Hunger.

Richard B. Atch

Comptroller General
of the United States

*MAC 32
" 42
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" 29
DLG 953
CNS 855
DLB 636
MAC 97
SEV 1300
SEP 6100
HSE 113*

*Foreign economic assistance
Foreign aid programs
Foreign loans
Agricultural production
Agricultural programs
International food programs
Food supply
Nutrition surveys
Food relief programs
Program evaluation*

D I G E S T

Since the 1974 World Food Conference in Rome, a great deal has been accomplished and much remains to be done. Despite better weather and harvests in recent years, global hunger and malnutrition persist. Nations and international organizations have applied substantial amounts of money and resources to food production and agricultural development. Yet, increases in food production have not reached the modest goals set at Rome. Attitudes of complacency and lack of political will are evident; calls to reduce military expenditures have not been successful; continued population growth has worsened the balance between food supplies and population growth; and efforts to include women in food and development projects have been minimal. Moreover, a unique situation seems to exist wherein available funds tend to exceed suitable projects. (See executive overview.)

The World Food Council was created as the coordinator and implementor of the 1974 Conference resolutions. The Council is responsible for publicizing the needs, encouraging actions, seeking support, and coordinating the participation of nations and international organizations regarding world food problems. The recommendations and calls-for-action from other U.N. entities concerned with food matters should be focused as much as possible in the Council so that it may do the job for which it was created. The billion-dollar International Fund for Agricultural Development began operations in late 1977 with commitments of \$436 million from oil-exporting countries, \$200 million from the United States, and \$367 million from other developed countries. Members had contributed \$250 million in cash as of November 1978. (See ch. 1 for further discussion of institutional developments.)

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The United States traditionally responds generously to calls for emergency food relief, as exemplified in the U.S. response to the current crisis in Cambodia. However, from a longer range development perspective, GAO is convinced that the issue of world hunger and malnutrition is no longer as visible or as much a priority within the U.S. Government and the world community as it was at the time of the 1974 World Food Conference. U.S. and world-wide efforts, moreover, need to move more expeditiously to reflect a greater sense of urgency on global food problems.

To improve the U.S. response to world hunger, GAO recommends that

- a small, high-level office be established to lead and coordinate U.S. efforts in overcoming world hunger and malnutrition;
- U.S. agency officials increase commitments to reduce world hunger especially through greater cooperation and accommodation with developing country and international organization counterparts; and
- greater efforts be devoted to assist countries in designing suitable, high priority, food and agricultural development projects.

See the full recommendations in: executive overview, p. 13; ch. 2, p. 21; ch. 5, p. 48.

The President's Commission on World Hunger is also making a series of recommendations dealing with the problem. The Commission's preliminary report was issued in early December 1979.

U.S. agency officials agree that complacency must be avoided. Regarding our recommendation to establish a coordinating office, they said that a mechanism has already been established under the Development Coordination Committee. Nevertheless we found very little assurance that coordination of U.S. food programs has improved.

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EXECUTIVE OVERVIEW

OF THE 1974 WORLD FOOD CONFERENCE

Following a proposal made by the U.S. Secretary of State in a speech before the United Nations General Assembly in September 1973, the World Food Conference was convened in Rome in November 1974. That Conference, the last global food meeting of its kind since that time, met to discuss ways to cope with world hunger and malnutrition, a problem which in the early 1970s had reached crisis proportions in many poor countries. This food crisis was brought on primarily by a combination of extraordinary events. Bad weather in 1972 and 1973 caused a sharp decline in food production and increased the demand on available stocks. The sizable and unexpected grain purchases by the Soviet Union helped to deplete those stocks held by major exporting countries, even further. The Arab oil embargo in 1973 and the subsequent huge oil price increases generated drastic shortages and high prices not only for fuel used agriculturally but for petroleum-derived products, such as pesticides and chemical fertilizers as well. As a net result of these events, many developing countries, especially those importing food, were then brought to the brink of a large-scale famine because they could neither produce, nor afford to buy, enough food.

The World Food Conference was a significant event because it brought together 133 countries, representing most of the world community, and numerous international agencies and organizations. In 22 resolutions, Conference delegates adopted a strategy designed to virtually eliminate world hunger and malnutrition. Their 22 resolutions covered the following areas:

1. Objectives and strategies of food production.
2. Priorities for agricultural and rural development.
3. Fertilizer.
4. Food and agricultural research, extension, and training.
5. Policies and programs to improve nutrition.
6. World soil character and land capability assessment.
7. Scientific water management: irrigation, drainage, and flood control.

acted upon. It called for the creation of the World Food Council to coordinate and implement World Food Conference resolutions. Within a month of the Conference's close, the U.N. General Assembly endorsed the creation of the Council to follow up on the resolutions, to refine them, to give them priority, and to report their status at annual meetings. The Council's primary purpose was to publicize the needs, encourage the actions, seek the support, and coordinate the activities and resources of the various nations and international organizations.

SIGNIFICANT PROGRESS MADE IN IMPLEMENTING WORLD FOOD CONFERENCE RESOLUTIONS

Individually and together, developing and developed countries and international organizations have devoted large resources to agriculture and food production. For instance, the World Bank increased its lending for agricultural and rural development activities from \$956 million in 1974 to \$3.27 billion in 1978. The Food and Agriculture Organization's increased food production activities are reflected in its regular program budget which rose from \$106.7 million in the 1974-75 biennium to \$211.4 million in 1978-79.

The Conference was also the impetus for the creation of the International Fund for Agricultural Development, which added \$1 billion to the available resources for agriculture and food production projects. By November 1978, about \$250 million in cash had been received, with an increase to \$425 million expected by the end of 1979. This new and important funding source promises to significantly increase food production in many poorer countries.

The United Nations/Food and Agriculture Organization World Food Program, the major multilateral food aid channel, is translating more than \$700 million biennially into food and development assistance for poor countries. Nutrition programs supported by the World Food Program for the supplementary feeding of the malnourished reached 12 million people in 1977. In addition, a Global Information and Early Warning System on Food and Agriculture was established in 1975 to provide agricultural information and to alert developing and donor countries of potential food-shortage emergencies. Meanwhile, food donations continue. In 1978-79, the contributions of donor countries will approach the annual 10-million metric-ton target for cereal food aid, and steps are being taken to plan food aid through advance commitments by donor countries. In trade, the overall share

U.S. efforts to combat hunger and malnutrition are most evident in the \$1 billion-plus yearly Public Law 480 program. ^{1/} Food donated and shipped under title II of that program amounted to \$328 million in 1978 and an estimated \$372 million in 1979. Other U.S. nutrition initiatives include Agency for International Development grant programs to help developing countries (1) define and monitor the nutritional status and dietary patterns of preschool children, (2) alleviate iron-deficiency anemia in women and young children, and (3) prevent vitamin A deficiencies primarily in preschool children. In connection with the International Undertaking on World Security, the United States has maintained a system of farmer-held grain reserves which, by 1979, amounted to 33.2 million metric tons.

COMPLACENCY JEOPARDIZES IMPLEMENTATION OF WORLD FOOD CONFERENCE RESOLUTIONS

The World Food Conference convened because of a food crisis brought on by a combination of the extraordinary circumstances noted above. Hunger and malnutrition were recognized as world community responsibilities and, therefore, to respond to this crisis, the entire world community and its resources had to be enlisted and coordinated.

A shift from acute shortages to awkward surpluses in essential food supplies is the most important factor to consider in assessing how the World Food Conference is regarded and in what context its recommended actions are presently being considered. In effect, without the impetus generated by the scarcity-based crisis atmosphere of the early 1970s, the Conference resolutions and recommendations are no longer regarded with the same sense of urgency as they were in 1974.

In our opinion, the work needed is too complex for one nation or organization to adopt a separate approach in responding to the broad strategy outlined by the Conference. Available resources are not applied most effectively in all cases, and the World Food Council is not being fully supported in the role for which it was created. As a result, important programs and projects are not being implemented, the activities of various countries and international organizations are not necessarily applied to common objectives, and the World Food Council is not the dynamic force it should be.

^{1/}Public Law 83-480, Agricultural Trade Development and Assistance Act of 1954, as amended, commonly referred to as Public Law 480.)

The national agricultural research system of developing countries needs special strengthening. Developing countries must make the necessary commitments to research, and to do this they need sufficient assistance from developed countries and international organizations.

Multiyear commitments of donor countries could make food aid more efficient and effective by allowing forward planning to take place. In addition a long overdue international wheat agreement and food aid convention needs to be concluded. Although food aid will approach 10 million metric tons this year, the program has not yet been placed on an assured basis, as recommended by the World Food Conference. Progress in trade will depend on the success of programs undertaken in food aid and security, (see ch. 4)--and especially on specific negotiations sponsored by the U.N. Conference on Trade and Development and the General Agreement on Tariffs and Trade.

Available funds need to be used
more effectively

About the same time the World Food Conference took place, a significant change in the approach to official development assistance was also being effected. Leading officials and experts concluded that neither the "trickle-down" theory nor the "green revolution" had produced the desired results. Both internationally and in the specific form of the U.S. New Directions concept, this new approach was directed toward small farmers and the rural poor in developing countries. Under this new approach, developing countries were expected to be more active participants in their own development. They were expected, for instance, to develop programs and projects from which donor countries would make selections for funding. The implication here has been that developing countries would have to set priorities and demonstrate a sense of commitment by, among other things, producing feasible, well-designed projects. Otherwise, they might be left out.

This increased emphasis on developing-country involvement, however, has caused problems. During the first few years of the new approach, for example, available funds have tended to exceed projects ready for implementation. In many cases, developing countries have suffered from a lack of technical expertise necessary to design suitable projects, and some estimates suggest that many of these countries will not have this capability for years. Another problem is that many rural development projects have taken up to 5 years to get started, causing a corresponding slowdown in food production and an inefficient utilization of available funds. (See also ch. 2, pp. 12 and 15, and ch. 5, p. 42.)

(2) developed countries, (3) developing countries, (4) international organizations, and/or (5) nongovernmental organizations. The recommendations in resolution 4, for instance, contain several broad proposals urging developed and developing countries to increase their efforts regarding food and agricultural research. Conversely, resolution 16--which calls on the Food and Agriculture Organization to establish a global food and agriculture information and early-warning system--is an example of a specific proposal directed toward an international organization. The Food and Agriculture Organization is called upon for action in 14 of the 22 Conference resolutions.

Finally, certain resolutions--such as resolution 14 which calls for a reduction of military expenses--are not only addressed to broad groups but also involve nonfood forums not necessarily susceptible to recommendations and actions emanating from food forums. These are all factors having a decided impact on the ease or difficulty of identifying the responsibility for implementing the resolution and for determining the extent to which results have been achieved.

Reducing military expenditures to
increase food production: a difficult issue

The issue of diverting military funds to food production shows how key World Food Conference resolutions sometimes become entangled in the concerns of other forums.

The World Food Conference called on the States participating in the Conference

"* * * to take the necessary measures for the most rapid implementation of the resolutions of the General Assembly and other organs of the United Nations pertaining to the reduction of military expenditures for the purpose of development, and to allocate a growing proportion of the sums to be released to the financing of food production in developing countries and the establishment of reserves to deal with emergency cases."

According to a report issued by the World Food Council Secretariat in 1978, the 32nd Session of the General Assembly adopted many resolutions on disarmament designed to meet the aims of this resolution. New measures adopted at the Special Session of the General Assembly devoted to disarmament in May-June 1978 could make increased resources for food and agriculture possible. In response to a General Assembly request during this special session on disarmament, a group

--In certain cases, such as the recommendations in resolution 19 (international trade) dealing with agricultural adjustment, there seems to have been no intention to implement all of the provisions, at least as far as most developed countries were concerned.

--The resolutions and recommendations are no longer either as relevant as they were, or relevant in the same way they were in 1974--a point underscored by the dissolution of those national and international entities concerned specifically with monitoring or aiding in their implementation (the Consultative Group on Food Production and Investment, the International Food Review Group in the United States, and the UN/Food and Agriculture Organization Inter-Divisional Working Group on World Food Conference Follow-up).

International officials were also asked this question and their responses were essentially the same. Specifically, although U.N. (Food and Agriculture Organization and World Food Council) officials are somewhat involved in work directly related to the resolutions and recommendations, no one is monitoring the status of each one. The World Food Council has focused its attention on broad issue areas--food production, assistance, security, trade and nutrition--rather than the specific World Food Conference resolutions and recommendations.

In contrast, developing-country officials continue to use the resolutions and recommendations to justify their positions on food issues within international and bilateral contexts. These officials view the World Food Conference resolutions as binding, quasi-legal statements requiring subsequent action by all participant countries. Regardless of the merit of this outlook, the prevailing attitude toward the resolutions and recommendations remains.

Paradoxically, those who look on the majority of resolutions and recommendations as being unrealistic and impractical nonetheless think that they still serve some useful purpose. Yet--and this is a critically important distinction--the fact that the resolutions and recommendations may serve some useful purpose does not necessarily mean that significant, substantive actions are being taken on them.

may be required to prepare on the status of U.S. food assistance activities and their relationship to international efforts.

Assuring the effectiveness of the World Food Council appears to be one of the best ways of making as many resources as possible available, on a world community basis, to alleviate hunger and malnutrition. This is important because the United States alone cannot make up the difference between food demand and production.

The President's Commission on World Hunger, established to identify the causes of global hunger and ways to improve the U.S. response to the problem, issued its preliminary report early in December 1979. Its major recommendation is that the U.S. Government make the elimination of hunger the primary focus of its relationship with the developing countries. The Commission also considered the problem of U.S. participation in and coordination of U.S. responses to world hunger. The Commission's recommendation in this area is aimed at centralizing authority for major U.S. development assistance programs--bilateral, multilateral, and food aid--in the Director of the International Development Cooperation Agency. Specifically, the Commission recommends that the Director of the International Development Cooperation Agency be accorded Cabinet-level status so that the objectives of equitable economic development can be more effectively integrated into U.S. national security policy and planning.

RECOMMENDATION

We recommend that the Director, Office of Management and Budget, initiate the establishment of a small, high-level office within the executive branch to

- take the lead in coordinating and participating in U.S. efforts to overcome world hunger and malnutrition;
- serve as the focal point for U.S. actions in response to national and international initiatives aimed at increasing food production and alleviating global hunger; and
- report periodically to the Congress on the status of U.S. activities to support the international strategy to eradicate world hunger and malnutrition.

which would direct and coordinate U.S. efforts to alleviate global hunger and malnutrition. Many officials thought that this was unnecessary and that the Development Coordination Committee represents an already-established, coordinating mechanism. Also mentioned was the President's recent reorganization of U.S. foreign assistance under a new International Development Cooperation Agency. This new agency, incorporating the Agency for International Development, is expected to have the scope and overall coordinating responsibility for foreign assistance, including food and agriculture.

We are convinced that the issue of hunger and malnutrition is no longer as visible or as much of a priority as it was at the time of the World Food Conference, despite the fact that the problem of hunger is just as serious now as it was then. The underlying intent of our recommendation is to raise the priority of the world hunger issue within our Government and in the minds of the public to the maximum degree possible.

Within the present context of the Development Coordination Committee and the emerging International Development Cooperation Agency, there is very little assurance at this time that coordination of U.S. aid programs, including food, will be improved. Agency officials testifying on the reorganization plan agree that the International Development Cooperation Agency is supposed to improve coordination of U.S. aid programs. However, reservations have been expressed about the status and authority of the International Development Cooperation Agency director and the intended lines of division between the Agency for International Development and the International Development Cooperation Agency, among others.

Perhaps one of the most telling examples of the continuing search for unity and cohesion in U.S. responses to world hunger is the fact that the current Presidential Commission on World Hunger represents the seventh in a series of efforts by successive administrations to identify the causes of world hunger, to develop and implement a cohesive national food and hunger policy, and to focus public attention on world hunger issues. We wish to point out that the Commission now has issued its preliminary report with recommendations to begin dealing with the problem of hunger, we encourage it to work diligently to engender the necessary political will among food policymakers and win the public support for the most appropriate U.S. food policies and recommendations.

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ABBREVIATIONS

CGFPI	Consultative Group on Food Production and Investment
FAC	United Nations Food and Agriculture Organization
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
OFEC	Organization of Petroleum Exporting Countries
UNDP	United Nations Development Program
WFC	World Food Conference
WFCL	World Food Council
WFP	World Food Program

CHAPTER 1

WFC INSTITUTIONS AID INTERNATIONAL

FOOD DEVELOPMENT EFFORTS

The 1974 World Food Conference (WFC), convened in Rome, developed new institutions to help implement actions for alleviating world hunger and malnutrition. Among these new institutions were the World Food Council (WFCL) and the Consultative Group on Food Production and Investment (CGFPI)--both called for in resolution 22--and the International Fund for Agricultural Development (IFAD)--called for in resolution 13. The objectives of these three institutions were, respectively, to (1) coordinate food policies by all the agencies of the U.N. system, (2) coordinate and increase the flow of external resources for food production, and (3) marshal additional financial resources for food production.

IFAD has been particularly instrumental in facilitating the implementation of some WFC resolutions. Each institution, however, has been faced with problems in carrying out assigned tasks, resulting in a less successful effort in lessening world hunger and malnutrition. In our opinion, certain actions need to be taken to make these institutions more successful mechanisms for achieving the objectives of WFC.

WORLD FOOD COUNCIL: CHIEF COORDINATOR FOR IMPLEMENTATION OF WFC RESOLUTIONS

WFC saw the need to coordinate policies concerning food production, nutrition, food aid and food security, and food trade with all the agencies of the U.N. system. To this end, WFC initiated the establishment of the Council by the United Nations as a mechanism to provide overall, integrated and continued attention to these food-related areas.

The Council consists of a small permanent staff and 36 member-state representatives elected by the General Assembly for 3-year terms. The Council reviews major problems and policy issues affecting the world food situation and recommends changes. Its scope of review covers all aspects of world food problems in order that it may adopt an integrated approach to their solution. The Council also reviews the steps being proposed or taken by governments and the U.N. system, including the U.N. regional development banks and economic commissions.

More coordination needed

Despite the existence of WFCL as a coordinating institution, the various U.N. agencies concerned with food and development matters continue to issue numerous recommendations, resolutions, and calls-for-action. WFCL has increasingly diverted its administrative resources to the basic task of keeping track of all of them, disseminating them, encouraging positive responses when appropriate, and identifying actions taken on them. U.N. agency spokesmen say that, for the most part, the various resolutions, recommendations, and calls-for-action are consistent and supportive of each other, although requiring considerable time for appropriate administration. In our opinion, the job of resolving, refining, and urging action on food-related resolutions should be focused as much as possible in WFCL, the institution created for that purpose.

CONSULTATIVE GROUP FOR FOOD PRODUCTION AND INVESTMENT: DISBANDING DECISION SHOULD BE RECONSIDERED

WFC created CGFPI to bring together bilateral and multilateral donors and representatives of developing nations to coordinate and increase the flow of external resources for food production. At the group's fourth meeting in September 1977, the three co-sponsors--the Food and Agriculture Organization (FAO), the U.N. Development Program (UNDP), and the World Bank--decided to evaluate the group's activities. The evaluation report maintained that the group's terms of reference were so wide as to be unattainable. As a purely deliberative body with a small budget, the group could have little influence on the decisions of developing countries, donor countries, or multilateral agencies on the level and kinds of investment in food production and nutrition. Moreover, the evaluation report said the group's resources could not be increased without duplicating the work of the three co-sponsors. The report concluded that assistance to countries for developing investment strategies to increase food production and improve nutrition could be provided through established channels in FAO, UNDP, the World Bank, other development banks, IFAD, and bilateral donors. Final phaseout activities of the group began after the results of the evaluation were released in January 1978.

The effective application of resources to increase food production is so vital in resolving the world's food problems that coordination and cooperation among donors is essential. In our view, the phaseout of the activities of CGFPI has eliminated an otherwise potentially effective channel for

becoming an alternative or substitute source of financing.

2. IFAD will not duplicate the work of existing institutions, resulting in the creation of another international bureaucracy.
3. IFAD resources will be directed not to the expansion of large-scale agro-industries and capital-intensive projects, but will focus on small farmers and the rural poor, especially in the food-deficient countries.

The 114-member Fund operates as a specialized agency of the United Nations and answers only to its members, board, and council for its financial operations. The U.N. system does not otherwise exercise any appreciable direct control or monitoring of the IFAD budget and administration. The Fund relies on existing international financial institutions to identify projects and administer loans.

Lending guidelines favor the most food-deficient countries

The largest portion of the Fund's resources is expected to go to the most food-deficient countries on highly concessional terms. Financial resources for approved projects and programs are provided under the following terms and conditions, subject to periodic review:

- special loans on highly concessional terms, carrying a service charge of 1 percent annually and a maturity period of 50 years, including a 10-year grace period;
- loans on intermediate terms, carrying a service charge of 4 percent annually and a maturity period of 20 years, including a 5-year grace period; and
- loans on ordinary terms, carrying a service charge of 8 percent and a maturity period of 15 to 18 years, including a 3-year grace period.

The Fund intends to contract for most of its project activities, from development to completion. Costs of project appraisals will be shared or contracted out when IFAD begins financing its own projects. From the beginning of a project, IFAD intends to contract with appropriate recipient government

Deciding how to split the costs between developed countries and developing OPEC countries is a politically sensitive issue which must be carefully approached. The United States and other developed countries want OPEC to continue, if not increase, its present level of contributions, which stand at about 43 percent. OPEC, however, maintains that the split should be no more than from 40 to 60 percent. It does not want its food assistance contributions to set a precedent that would suggest, for example, that its share of International Development Association replenishment funds should be higher.

Observations

Major donors and participants in IFAD need to work more intensely at shaping the future of this promising organization. The IFAD start-up period is a particularly critical time; extra efforts made now should bring worthwhile results. In our opinion, the United States along with the other members, should increase their involvement, particularly by participating actively in the IFAD budget program.

IFAD members should also encourage the maximum use of funds in accordance with the IFAD charter. At present, the Fund has substantial cash balances because some members paid their initial contributions in cash and also because the Board agreed to a large drawdown of contributions in mid-1978 paid in the form of promissory notes. Although U.S. contributions drawn down have amounted to less than \$20 million, the \$250 million that had been received by the end of November 1979 was being invested at an average return of almost 8 percent in world money markets while waiting to be translated into agricultural assistance to small farmers and the landless poor. To identify and prepare viable projects and to allocate funds takes time. Nevertheless, some donors may have higher priority uses for funds that have been called forward or drawn down, but not utilized for substantial periods of time for their intended purposes.

Reasons for shortfalls

The reasons given for this slow progress seem to be characterized by insufficient determination on the part of developed and developing countries. According to WFCL,

"* * * the essential problem in increasing food production and reducing hunger and malnutrition is inadequate political will at the global, regional and country levels to raise and sustain priority for food."

The food-priority countries appear to be suffering the most. The information brought to our attention to explain the overall lack of progress in achieving the 4-percent annual growth rate in developing-country food production predictably reflects the differing views on this point held by the governments of developing and developed countries, as well as by international officials and other sources. We were told, for example, that some governments are uninterested in increasing food production or simply do not want the rural poor to benefit from these efforts.

One international food official asserted that perhaps the greatest obstacle to increasing food production in many developing countries is the lack of humanitarian concerns and goals in their leaders' political outlook. A U.S. official reinforced this point, commenting that developing countries have not carried out their responsibilities in food production because of inability and lack of desire. He further pointed out that many developing countries, especially those in the least developed category, do not have enough high-level agricultural officials capable of designing and carrying out food-related policies and programs.

Another constraint in increasing food production is the lack of reliable information on developing-country internal resource allocations and requirements. This too appears to be a result of a combination of inability and lack of desire. For instance, a recent WFCL publication mentions a study of the adequacy of existing external resource requirements for

1/"Food-priority countries" is a working concept developed by WFCL in 1975 which uses selected criteria to designate those countries where hunger and malnutrition are estimated to be most serious. (See app. I.)



FAO photo-by F. Mattioli.

FISH, WHICH WAS TRANSPORTED BY AIR FROM LAKE NUBIA, ON SALE AT KHARTOUM MARKET. NOTE WHITE POLYESTER BOXES USED FOR THE AIR SHIPMENT.



FAO photo

THE U.N. FOOD AND AGRICULTURE ORGANIZATION IS ASSISTING IN AN EMERGENCY SPRAYING PROGRAM TO ERADICATE PESTS AND DISEASE IN A FRUIT TREE PLANTATION IN SUDAN.

Development Center in Muscle Shoals, Alabama, providing nearly \$29 million since its creation in 1974. This Center has undertaken approximately 62 projects involving more than 30 countries.

With all these successes, though, problems still remain. According to estimates, developing countries will need twice as much fertilizer during the next decade if their food situation is to improve significantly. WFCL wants to ensure that long-term supplies will be adequate to support future food requirements.

Regarding pesticides, most developing countries must continue to rely on outside assistance because many traditional ones are made from by-products of larger chemical industries which these countries lack. FAO agrees with the U.S. integrated pest management approach, but favors using traditional pesticides in emergencies. Donations from developed countries, including the United States, are available to provide these pesticides in emergencies.

Vigorous measures needed to increase the amount of food-productive lands

WFC resolutions regarding land, soil, and water management, and the eradication of animal trypanosomiasis (a disease spread by infected tse-tse flies) aim primarily at conserving and increasing the amount of food-productive land. According to our review, programs responding to these resolutions are still in beginning phases. FAO officials, for example, report that detailed soil mapping has been completed and that detailed assessments of agro-ecological zones are currently underway to identify potential for certain crops by soil types. Putting these studies to practical use in land management is the next step, but this appears to be some time off in the future. The U.S. AID program, however, reports progress on some practical application projects in the Sahel region.

Water projects likewise are coming along slowly, according to FAO officials. Very little has been done on the planning or field phases called for in resolution 7 because only a few developing countries are making the necessary surveys of water resources and needs. Some countries do not want to disclose their resources and needs, and other countries lack the capability to make such surveys. In addition, the investment for water projects is very high in relation to expected returns; consequently, such support is not readily available.

Animal trypanosomiasis, continues to profoundly affect the settlement and economic development of over 10 million square kilometers of Africa. Thirty-five countries are infested with this disease. (See map on p. 16.) Use of insecticides has been considerably successful in Nigeria, Botswana, and elsewhere, though reinfestation is always possible. An animal immunization program is the preferred method, but a research breakthrough. FAO estimates that its trypanosomiasis control program will require 40 years at a projected cost of \$2.25 billion. The program calls for a selective approach because total eradication is not considered likely.

It is generally agreed that countries must establish sound land-use policies before control programs can begin. Moreover, if tse-tse flies are to be suppressed effectively, all 35 infested countries must join the effort. Attempts to establish such cooperation have not been successful to date.

AGRICULTURAL RESEARCH, EXTENSION, AND TRAINING: PRONOUNCED AND VIGOROUS ASSISTANCE

The Consultative Group on International Agricultural Research and FAO--the two organizations to which WFC assigned leading roles in food and agricultural research--have been instrumental in helping developing countries establish and improve their own research capabilities, and in collecting, analyzing, and disseminating research data on various aspects of food production.

Specific FAO responses to agricultural research have been numerous and important. For example, in response to the need for meteorological information in planning agricultural research and in developing alternative cropping strategies for different weather conditions, FAO has been assessing agricultural climatic conditions in the African Sahel and other countries of the semi-arid African belt, in cooperation with the World Meteorological Organization.

The consultative group has sought to increase food production in developing countries through research programs and through the training of research scientists and other technicians. The group has been a strong force behind efforts to get 11 international agricultural research centers, which it supports, to increase the cooperation and coordination in their activities in developing countries.

The U.S. contribution to agricultural research has also been considerable in terms of technical assistance and funding. Most of the specific U.S. initiatives have been

--Links forward and backward between research

--Links between national agricultural research systems and other elements of the global research establishment must be strengthened.

The status of implementation of the WFC recommendations on agricultural research, extension, and training can be summarized in terms of what has happened at the international and national levels. On the international level, resources allocated for food and agricultural research have increased markedly, and significant steps are being taken or already have been taken to expand and strengthen the role of existing facilities and programs. Conversely, at the national level, most developing countries have not found it possible to respond adequately to the WFC agricultural research recommendations because of a combination of inadequate resources and the relatively low priority to which this subject has been relegated in their national development outlooks and plans.

CONCLUSIONS

It is evident that the governments of developed and developing countries must foster a greater sense of cooperation and accommodation on what needs to be done for food production to keep pace with global demand. Further, although it is difficult to predict precise sums and specific programs, developed and developing countries and international organizations should increase the allocation of external and internal resources to support increased food production. To paraphrase a recent WFCL statement on these points, the key to translating the broad strategy developed at WFC for increasing food production developed at WFC into results that will bring about a significant decline in world hunger and malnutrition lies in (1) reconciling the differing viewpoints of developed and developing countries, (2) strengthening the commitments of all members of the international community, and (3) mobilizing the necessary resources.

WFC recommended that the international community increase food production in developing countries by an annual rate of 4 percent. Although establishing these goals did foster constructive actions--increased production of agricultural resources, such as fertilizer, pesticides, and seeds--the objective itself has not been met.

Our review found several reasons for this. First, many of the efforts undertaken since WFC have involved surveys (soil and water), pilot projects (tse-tse fly control), and broad research (baseline studies of developing-country

most developing countries, who have been unable or unwilling to respond effectively to WFC calls-for-action, which urge them to evaluate their national agricultural research systems and provide additional resources to make these systems a viable instrument for increasing food production. Moreover, the cooperation of neighboring countries in solving great regional problems, such as trypanosomiasis, may often be necessary. Countries must reconcile differing viewpoints, develop a coordinated plan, and share responsibilities in implementing the plan.

Though hunger and malnutrition continue, studies indicate that no major physical or technical barriers stand in the way of expanding world food supplies to meet present needs, or, indeed, food needs over the next three or four decades. The question then becomes: What needs to be done to encourage continued and even greater progress in efforts to reduce world hunger and malnutrition? Perhaps the most important part of any attempt to answer this question is that all countries need to develop the necessary political will, to achieve greater consensus than has been realized to date on practical ways to resolve conflicting viewpoints, to strengthen the degree of commitment, and to mobilize essential resources.

RECOMMENDATIONS

We recommend that the Secretaries of State and Agriculture and the Administrator of the Agency for International Development, working with other concerned executive agency officials,

- increase their commitments in behalf of world hunger especially through greater cooperation and accommodation with their developing-country and international-organization counterparts, and by fostering the political will needed to significantly reduce the level of global hunger and malnutrition;
- encourage donor countries to unite in urging developing countries to prepare food and agricultural development plans and projects which include measures to remove deterrents to increased food production; and
- urge developing countries to make increased food production one of their highest development priorities, and significantly increase their own capital, labor, and related resources.

nutrition is not being perceived as a priority item, aside from having an adequate quantity of food; and (3) the fact that no assessment has been made of the existing character, and extent of malnutrition.

INTERNATIONAL ACTIONS TO IMPROVE
NUTRITION ARE VARIED

FAO assistance in nutrition planning has become part of overall national development planning in many countries. Most FAO assistance is directed toward government personnel in order to strengthen the technical capabilities of each target country. For example, a regional course in food and nutrition planning for Asia and the Far East has been established at the University of the Philippines at Los Banos. FAO also provides technical advice in analyzing, planning, and appraising feeding projects in those countries requesting food assistance.

The World Food Program (WFP), the principal channel for multilateral food assistance, supports worldwide feeding projects. Total WFP pledges from donor countries totaled \$717 million for the 1977-78 biennium. These projects reached 8.3 million people in 1976 and 12 million in 1977. Of a target of \$950 million, established for the 1979-80 biennium, \$693 million had been pledged by late 1978.

The joint FAO/WHO Codex Alimentarius Commission, consisting of 115 member governments, is responsible for developing standards to ensure the safety and quality of food. Many Codex committees were established to develop regional and international food standards, including committees on cereals and cereal products, vegetable protein, and meat hygiene. Regional Codex committees for the major developing areas of the world were also established to assist in coordinating food legislation and regulations.

Consumer protection activities are being initiated or strengthened in several African countries that are in the process of updating basic food laws and regulations. Similar projects are underway in Asian and Latin American countries, and FAO is now assisting, or plans to assist, 14 developing countries in specific projects to strengthen various food control and consumer protection activities.

A joint FAO/WHO management unit to handle food-contaminant information has been established at WHO headquarters in Geneva. The data system began with information from participating countries of North America, Europe, and Japan. Several developing countries have been visited to

In addition, according to current law, U.S. Public Law 480 programs give high priority to providing U.S. food aid to nutritionally vulnerable groups in developing countries and especially to the poorer food-deficient countries. More specially, recipient countries must meet the International Development Association poverty criterion which is one of the most important tests of eligibility (currently includes those countries with an average annual per capita income of \$580 or less). At least 75 percent of title I concessional food sales commitments shall be in such countries. Allocations to such countries totaled \$636 million in fiscal year 1978, \$572 million in fiscal year 1979, and a proposed \$541 million for fiscal year 1980. In addition, under title II of Public Law 480, the United States donates nutritious foods for special feeding, such as in maternal and child health projects. Of the 1.6 million metric ton minimum level of food mandated to go to needy countries in fiscal year 1979, at least 1.3 million tons go through nonprofit voluntary agencies and WFP. During fiscal year 1978, title II food valued at \$328 million was shipped to 81 countries, and estimated shipments for fiscal years 1979 and 1980 are \$372 million and \$370 million, respectively.

PROGRESS ON NUTRITION RESOLUTION
CONTINUES TO BE PARTICULARLY SLOW

According to our review, progress on policies and programs to improve nutrition is slow, and hunger and malnutrition are increasing. The magnitude of this problem is indicated by a 1978 report by the WFCL executive director, which pointed out

- Up to one-third of all children die from malnutrition and disease before they reach the age of five years.
- Every year at least 100,000 children become blind due to severe vitamin A deficiencies.
- An estimated 200 million people suffer from endemic goiters related to iodine deficiency, which is associated with various degrees of mental illness.

There is still a general need to assess the character and extent of malnutrition and the preconditions for improving the nutritional status of all socioeconomic groups. WFCL asked for this assessment again in June 1978. The United States emphasized the seriousness of this deficiency by

CHAPTER 4

DEVELOPMENTS IN FOOD SECURITY,

AID, AND TRADE

Critical shortages and high prices in world markets before and during WFC assured that food security, aid, and trade would be the objects of considerable attention in Conference deliberations and actions. Accordingly, WFC adopted five resolutions addressing these areas:

- adoption of the International Undertaking on World Food Security (resolution 17),
- improved policy for food aid (resolution 18),
- food aid to victims of colonial wars in Africa (resolution 15),
- establishment of a global information and early warning system for food and agriculture (resolution 16), and
- improved international trade, stabilization, and agricultural adjustment (resolution 19).

The discussion below treats each resolution individually and emphasizes the uniquely interdependent relationship that has evolved among them in terms of post-WFC efforts to implement their various recommendations.

In general, progress has been made in the food security and food aid areas. However, the failure so far to renegotiate the 1971 International Wheat Agreement has hampered matters since an international food-reserve system and a new Food Aid Convention are components of this measure. In the area of food trade, very little has been accomplished to implement the Conference recommendations, although future negotiations under the auspices of the U.N. Conference on Trade and Development and the General Agreement on Tariffs and Trade show promise for progress. Reasons for the current lack of progress include (1) restrictions on developing-country exports, (2) fear of domestic disruptions, and (3) political and economic repercussions. On the positive side, the overall share of developing-country market economies in agricultural export earnings increased from 30 percent in 1975 to 33 percent in 1977.

the United States and developing countries argue for a wheat reserve of 30 million metric tons, while other developed countries prefer a 15 million metric ton reserve. In addition, there are serious differences among wheat exporters and importers regarding the range within which price stabilization should take place. On the question of helping developing countries participate in the reserve scheme, developed countries are willing to do this but they do not view the wheat agreement as an appropriate vehicle for the transfer of financial resources. The developing countries disagree with this view because they believe they need binding financial commitments from the developed countries to be able to participate in the reserve system. According to a U.S. official, World Bank and IMF officials have said that they would provide funds for balance-of-payment adjustments in the event of a workable national stock system.

Establishing food reserves and security systems

The FAO Committee on World Food Security has stated that although all countries should maintain domestic reserves, they are not doing so because of inadequate supplies, poor or nonexistent storage facilities, and poor management. In accordance with the International Undertaking on World Food Security, the United States has maintained a system of farmer-held reserves of wheat, rice, and coarse grains. The United States reported to the Committee that as of March 1979, American farmers had placed 33.2 million metric tons of cereal grains in reserve, and the Commodity Credit Corporation held about 6 million metric tons in reserve.

FAO has been aiding developing countries in (1) formulating national food security schemes, (2) mobilizing external resources for this purpose, and (3) assisting in the technical review of food security systems. Seven countries have contributed trust funds totaling \$18.2 million, of which \$16.7 million has been allocated to 11 projects having donor approval.

Currently, AID is discussing the establishment of a food security program which includes Public Law 480 food assistance. It is proposed that title I food be used to supply those short-term, developing-country, domestic-reserve projects having AID and USDA approval. Because this activity could be considered developmental, recipient governments could be eligible for the new title III food-for-development program. This proposal is an outgrowth of what AID has done on grain storage, the symposiums it has held on grain reserves and food security, and interest generated by its Asian Bureau. So far, AID has sent a Kansas State University study on grain reserve policy

to the 10-million metric ton goal and to encourage other countries to maintain and increase their contribution levels as well. The table below shows that the United States is by far the largest contributor.

FOOD AID IN CEREALS 1/

	<u>1973/74</u>	<u>1974/75</u>	<u>1975/76</u>	<u>76/77</u>	<u>1977/78</u>	<u>1978/79</u>	<u>1979/80 2/</u>
	(----- thousand tons -----)						
Argentina	19	20	21	22	23	23	23
Australia	222	336	281	33	255	325	400
Canada	486	594	1,034	1,176	1,600	1,000	1,000
EEC	1,200	1,413	929	1,111	1,451	1,287	1,287
Finland	17	24	21	17	47	14	14
Japan	353	182	23	46	141	225	680
Norway	-	-	16	11	10	10	30
Sweden	65	316	47	122	105	75	80
Switzerland	13	20	17	13	22	32	32
United States	3,198	4,712	4,283	4,147	5,896	6,098	5,737
Others	62	75	196	117	295	400	400
Total	<u>5,651</u>	<u>6,273</u>	<u>6,234</u>	<u>6,138</u>	<u>9,256</u>	<u>9,489</u>	<u>9,683</u>

SOURCE: Food and Agricultural Organization

1/Figures relate to shipments during July-December period.

2/Preliminary planning figures.

Some parties, however, are already expressing concern about the adequacy of the 10-million metric-ton level in the longer term. According to projections in a WFP report, 14 to 16 million metric tons of food aid in cereals may be needed annually by 1985.

WFC stressed the importance of evolving a longer-term food aid policy to ensure a reasonable degree of continuity in actual supplies. Steps have been taken to provide this continuity, however, a greater effort is needed. WFP officials say that donor countries are unwilling to make the necessary multiyear commitments to ensure continuity because of political or legislative constraints and their need to use food aid as a means to dispose of domestic surpluses.

The United States has attempted to improve the continuity of its own food aid program. For instance, in 1977, minimum commitments for titles of food were specified in

75 percent of title I food go to countries that qualify, among other ways, under the poverty criterion of the International Development Association. Currently, 78 percent of U.S. title I food goes to such countries.

WFC recommended that more food aid be channeled through WFP. Accordingly, U.S. pledges to WFP have increased sharply, along with a general increase in bilateral food aid. U.S. commitments to WFP, for example, rose from \$136 million in the 1973-74 biennium to \$220 million in the 1979-80 biennium. Likewise, other countries have increased their commitments: Canada from \$34 million in the 1973-74 biennium to \$169.6 million in the 1979-80 biennium; and Australia from \$1.7 million in the 1973-74 biennium to \$10.6 million in the 1979-80 biennium. For 1976 and 1977, about 15 percent of total world food aid was channeled through WFP.

WFP officials told us that they could handle as much as 25 percent of the current world level of food aid if they could institute a more extensive food security program. According to these officials, some of the advantages of multilateral food are listed here.

- WFP gets results at lower costs.
- Multilateral organizations have a broader view than bilateral programs.
- WFP monitors projects after completion.
- Multilateral assistance serves no special national interest.

In our discussions with U.S. officials, the dominant opinion on bilateral versus multilateral food aid was that there should be a balance between the two. These officials stated that recipient countries should not depend on either source too much, something which one AID official believed is presently happening because food allocations are moving too far in the multilateral direction.

In 1977, an international emergency food reserve became operational as donor countries made 141,672 tons of food available to WFP for use in emergencies. Since the reserve was established, however, its initial target of 500,000 tons has not been met. Only 324,560 tons were contributed in 1978, and the U.S. contribution was 125,640 tons. Progress toward a third goal of 500,000 tons in 1979 has also been disappointing, even though the United States has again contributed 125,000 tons.

The United States does not support the belief of the Committee on Food Aid that replenishment of the reserve should be an automatic, yearly event because of restrictions that the U.S. budget process places on such a yearly exercise. Although the United States believes that the reserve should be a continuing one, it cannot guarantee predetermined annual contributions to it until negotiations for a new wheat agreement are concluded. The United States has taken action, however, to help assure that emergency needs can be met by allocating 300,000 tons of food aid for this purpose in fiscal year 1978 under Title II of Public Law 480.

FOOD RELIEF FOR NATIONAL LIBERATION GROUPS AND COLONIAL WAR VICTIMS

At the time of WFC, the United Nations had no provisions for assisting those national liberation fronts trying to achieve statehood, and donor countries did not find it expedient to send food aid directly to these groups because they were not officially recognized. Nevertheless, it was believed that these liberation fronts should receive food aid. Therefore, WFC resolution 15 called for WFP and FAO to increase the amount of food aid to victims of colonial wars in Africa. The resolution also asked the U.N. system to assist national liberation groups and the governments of emerging nations to formulate comprehensive reconstruction plans. 1/

In 1975, WFP sent food aid to these groups, and in 1977, similar assistance was provided to the South West African People's Organization and the Zimbabwe African People's Union. U.N. missions consisting of International Labor Organization, World Health Organization, and FAO representatives were sent to help groups mentioned in resolution 15 to develop plans of assistance. Currently, a WFP project in Zambia is providing the Zimbabwe Union with food aid.

THE GLOBAL INFORMATION AND EARLY WARNING SYSTEM ON FOOD AND AGRICULTURE

WFC Resolution 16 called on FAO to cooperate with other international organizations, especially the International Wheat Council and the World Meteorological Organization, in identifying urgent food problems, monitoring world food and

1/The countries specifically designated for immediate food aid relief were: Guinea Bissau, Mozambique, Angola, Cape Verde, Sao Tome, and Principe.

- Food Crops and Shortages--A monthly report giving country-by-country data on food-supply conditions, indicating unusual food shortages in areas where crop conditions are a concern.
- Special Reports--Periodic reports detailing special situations and alerting donor countries to potential needs. For example, FAO monitors the uncovered cereal-import needs of 45 of the poorest developing countries and issues confidential bimonthly reports to donor countries and organizations.
- Early Warning Alerts--Cables sent to donor countries informing them of potential emergency situations.

Other services FAO provides in coordination with the Global Early Warning System include the following.

- Food Security Assistance Scheme--An FAO organization that assesses food-stock levels and advises governments on the management, release, and replenishment of food reserves.
- Food Assessment Missions--Members of the FAO field staff are sent to developing countries requesting food assistance, where they analyze the current situation and make projections on long-term needs.
- Food Security Missions--FAO missions, funded through UNDP, which go to developing countries, on request, to analyze food-reserve needs and provide technical assistance to improve early warning systems.

Since 1976, FAO has also been assessing climatic conditions in the Sahel zones. This program has been expanded to the 14 countries of the African semi-arid belt.

Operating limitations

Incomplete, inaccurate, and untimely information somewhat limits the effectiveness of the system. Specifically, information is incomplete because the Soviet Bloc, The People's Republic of China, and Brazil do not participate. We were told that these countries consider agricultural information too politically sensitive to contribute officially or regularly. In the case of the U.S.S.R., this is an important

Opposing pressures of domestic national agricultural policies, is one of the major factors explaining the general lack of progress in food trade. Because of domestic constraints, many officials of the leading agricultural exporting countries believe that any substantive attempts to implement the WFC recommendations on trade will cause unacceptable political and economic repercussions. In the view of these same officials, some of the WFC trade recommendations were, and remain, unrealistic and impractical. These officials have concluded that the developed countries never intended to substantively address the recommendations unless they could do so without causing major domestic disruptions.

The inherent difficulty in implementing these recommendations can be seen in this statement from WFCL.

"Adjustments in (agricultural commodities and products of labor-intensive industries) have proved to be particularly sensitive to internal political pressures because of the impact such adjustments would have on already disadvantaged groups within the developed countries."

As a result, WFCL pointedly adds, the industrialized countries have, if anything, strengthened their barriers against agricultural imports since WFC. Indeed, some developed-country governments believe that, given the economic realities that have beset them in recent years, they have done and are doing about as much as they can. The United States, for example, seems to be somewhat limited in what it can do immediately because of the reliance placed on agricultural exports to help mitigate the effects of its serious balance-of-payment situation.

Positive actions

As an example of some progress since WFC, the overall share of developing-country market economies in world agricultural export earnings has increased from 30 percent in 1975 to 33 percent in 1977. Since 1975, agricultural export earnings of these countries have increased at a higher rate than those for developed countries. Another positive action has been the 1975 Lome Convention, a 5-year agreement between the European Economic Community (EEC) and 50 developing countries to help increase developing-country exports to European markets.

time of WFC, and has remained, among the most intractable issues affecting global hunger and malnutrition. Prospects for improving the contribution of trade to the solution of world food problems continue to be minimal.

WFC also asked international and bilateral agencies to improve their administrative and technical capacities and devote greatly expanded resources to planning and implementing integrated rural-development programs. WFC specifically called on FAO and other U.N. organizations to collect, evaluate, and disseminate the results of past and ongoing rural-development programs to expand agricultural production and to promote social integration. Important actions have been taken to implement this WFC recommendation, but progress has been limited. In particular, project development has not kept pace with the financial resources available and, more recently, WFCL has called for more vigorous action.

Funding and technical assistance increase

Funds for projects generated through the FAO Investment Centre--established to help prepare agricultural projects--rose from \$508.1 million in 1973, to \$2.4 billion in 1977. These funds are supplied by regional banks, IFAD, and others, including the World Bank. World Bank funds devoted to agriculture and rural development, including those channeled through the FAO Investment Centre, rose from \$956 million in 1974, to an estimated \$3.3 billion in 1978.

Technical assistance is now more readily available. For example, the U.N. Administrative Committee on Coordination has appointed a task force on rural development to discuss with Governments, policies, programs, and approaches toward planning and implementing rural-development efforts. As a result of task force efforts, five countries--LeSotho, Somalia, Liberia, Samoa, and Bolivia--have indicated commitments to poverty-oriented, rural development. Bolivia and Liberia have begun concrete activities, including the appointment of national project directors.

Additionally, FAO and the Government of Japan have initiated the Centre for Integrated Rural Development in Asia and the Pacific to disseminate the results of rural development experiences among interested countries. The Centre is expected to become operational this year in Bangladesh and will promote and assist the national action for integrated rural development in the region.

The United States has also undertaken projects in developing countries to support this resolution. For instance, agriculture and rural development have absorbed over 50 percent of the total AID development assistance budget since fiscal year 1975 in support of such activities as land tenure studies, loans and grants for small-farm cooperatives, as

the meeting addressed are similar to the principles and concepts outlined in the WFC recommendations on priorities for agricultural and rural development. The Conference aimed to provide countries with the opportunity to

- evaluate their experiences in the field of agrarian reform and rural development with respect to their objectives, policies, strategies, and programs of action;
- exchange experiences on all aspects of rural development at national, regional, and international levels;
- analyze major policy issues and alternative strategies and options, with a view to enabling the member governments to improve the effectiveness of their rural-development programs; and
- formulate guidelines for a program of action, at national, regional, and international levels on the basis of the evaluation of experiences and policies.

According to a 1978 WFCL Secretariat report, the lack of progress in implementing comprehensive agrarian reform programs may be partially due to conceptual confusion, weak legislative provisions, inadequate institutional framework and financial support, or the lack of political will. The report concluded that

"the most important prerequisite for redirecting development policies towards agrarian structural changes with effective participation of the rural population is the political will of the governments."

Delegates to the Conference demanded improvement in the present system of international economic relations, especially in overcoming protectionist policies, market distortions, and inadequate technical cooperation. They also recommended actions to bring foreign investment and activities of transnational corporations more in line with the goals of rural development. The program of action adopted by the Conference included agreement that countries would set up specific targets, establish benchmarks, make progress reports, and authorize FAO and other U.N. organizations to help with the necessary methodology, monitoring, and evaluation processes.

Much of what came out of the 1979 Conference seems to be a re-emphasis of the initiatives and calls-for-action put forth in 1974. Although it is wise to periodically re-surface

agriculture and rural-development projects to (1) inventory the extent of women's participation and (2) identify future opportunities to include women in projects.

At the time of our review, the working group was still in the process of synthesizing the inventory data on 379 projects in 55 countries. An FAO official told us that the responses from the inventory show few projects--namely, some in Africa--that benefit women. To keep track of efforts to increase the role of women in agriculture and rural development, a monitoring system, consisting of a perpetual inventory and index of actions and plans, has been organized for the working group. In addition, at the request of the 1977 FAO Conference, the role of women in development was included as a theme in the agenda of the World Conference on Agrarian Reform and Rural Development.

In 1974, AID established a coordinator position for women in development which supports seminars, conferences, and research in rural areas. Projects were then initiated, principally in African countries, with specific emphasis on women in food and nutrition. The 1979 AID program and budget contains further women-in-development activities which include a study of women's legal rights (such as in land reform); a study of the roles and responsibilities of women in Kenya, Nicaragua, and Indonesia; and a project on the education and training of women. According to an AID official, continual efforts are needed to encourage governments and international organizations to do more to change unfavorable attitudes toward women.

POPULATION AND FOOD PLANNING NEED TO BE COORDINATED

WFC noted that increased demand for food is related particularly to unprecedented population growth and called on all governments and people to grow sufficient food and to distribute incomes equitably so that all human beings may have adequate diets. WFC also asked governments to support rational population policies.

Over the last dozen years or so, much has been done to help improve the balance between food supply and population. Awareness of population problems and acceptability of action programs was increased by events, such as the declaration of a World Population Year and by approval of the World Population Action Plan by 136 nations. The U.S. Fund for Population has been active in more than 100 countries. Our recent report

planners see the problem in the longer term, believing that current growth rates indicate that increases in food production and supply will probably be consumed by an increased population.

We were told that coordination between population and food planners is still infrequent, sporadic, and not part of the planning system. In addition, some developed and developing-country decisionmakers do not find it politically expedient or desirable to require that this connection between food and population be made. Although some links are being generally established through international and U.S. efforts to incorporate demographic variables into agricultural planning and development, the lack of coordination is still a chronic problem. In over 60 developing countries, agricultural production did not match population growth during the 1970-77 period, according to FAO figures.

RECOMMENDATION

WFCL and others recognize that these resolutions impinge on other forums that are politically sensitive. The progress that may occur in these areas is likely to be a by-product of programs and agreements worked out in other U.N. forums. Nevertheless, these food-related issues are extremely important and should be positively addressed before significant progress can be made.

Good project design is crucial to the effective use of resources. Further, the development of suitable and viable proposals should, quite rightly, be a firm prerequisite for committing funds to food and agricultural development problems. Conversely, the lack of planning and design ability in many less-developed countries and the extensive time required to come up with projects suitable for outside donor financing, should be fully recognized and addressed. Increased technical aid, where warranted by the self-help efforts of needy countries, (see ch. 2), should be a priority item for the donor community at large. We strongly suggest that the international donor community give more attention to this problem. More specifically, in terms of U.S. actions, we recommend

- that heads of U.S. agencies involved in development activities, particularly those of USDA and AID, direct that more of their administrative resources and funds allocated for food and agriculture be devoted to assisting those countries needing more technical aid in the design of suitable development proposals and strategies.

LIST OF FOOD PRIORITY COUNTRIES
RANKED AS OF 1977 ACCORDING TO THE SEVERITY
OF THE FOOD PROBLEM

Degree of Severity	No. of Countries	Countries
I (extremely severe)	8	Bangladesh, Mali, Upper Volta, Yemen A.R., Yemen D.R., Somalia, Tanzania, Niger.
II (very severe)	23	Afghanistan, Benin, Cape Verde, Central African Empire, Chad, Egypt, Ethiopia, Gambia, Guinea, Guinea Bissau, Haiti, India, Indonesia, Democratic Kampuchea, Lesotho, Lao PDR, Malawi, Mauritania, Nepal, Pakistan, Rwanda, Sri Lanka, Uganda.
III (severe)	12	Burma, Cameroon, El Salvador, Guyana, Honduras, Kenya, Madagascar, Mozambique, Philippines, Senegal, Sierra Leone, Sudan.

Criteria used to identify food-priority countries include:

- low per capita income of under \$500 a year (in 1975 prices) with special emphasis on even lower income countries.
- a projected cereal deficit of 500,000 tons or more by 1985 and/or a deficit of 20 percent or more as a proportion of estimated cereals consumption.
- a degree of protein-calories malnutrition in terms of the proportion of the population that is malnourished, or in terms of the average availability of protein calories in relation to minimum requirements.
- an insufficient average increase in food production, total and per capita, during the last decade.
- a potential for rapid, efficient, socio-economically, well-distributed increase in food production, including the availability of under-utilized resources to produce food.
- serious balance-of-payment constraints.

Source: World Food Council

(471630)

E R R A T A

To the recipients of the Comptroller General's report to the Congress entitled "World Hunger and Malnutrition Continue: Slow Progress in Carrying Out World Food Conference Objectives" (ID-80-12):

On digest page ii, last paragraph, the text should read:

Progress in agrarian reform and rural development has been slow although funds that are available bilaterally and through multilateral assistance banks and other institutions have increased impressively since 1973. Identification and preparation of suitable projects has not kept pace with available funds. (See ch. 5.)

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CHAPTER 6

SCOPE OF REVIEW

Our analysis considers the special nature of WFC, especially as a meeting which could only urge action by the world community, including developed and developing countries and international organizations. In addition, our analysis reflects the fact that complete implementation data on all of the WFC recommendations either does not exist or is not readily available. AID and FAO, for example, no longer specifically monitor the status of the Conference resolutions, and the most recent WFCL reports concentrate on broad food subject areas rather than the status of implementation of each resolution and recommendation. Consequently, our discussions of the WFC resolutions and recommendations are not complete summaries of all actions to date, but are, instead, highlights of some of the more important examples and aspects which were brought to our attention during our talks with officials and our surveys of available reports and documents.

Our review work in the U.S. executive branch was conducted primarily in the Departments of State and Agriculture, the Agency for International Development, and the Office of the Special Representative for Trade Negotiations. We reviewed and analyzed U.S. position papers, reports, and documents, and held extensive discussions with cognizant officials on U.S. efforts to implement Conference resolutions. We also held discussions with officials of the World Food Council liaison office in New York, as well as FAO's liaison offices in Washington and New York. The help and information provided by these offices have been very useful.

Another phase of our work was conducted in Rome, in November 1978. There, under the auspices of the Department of State and the U.S. representatives to U.N. food organizations, we discussed the progress and problems in carrying out recommended actions with key officials of WFCL, FAO, the International Fund for Agricultural Development, and WFP. The insights and suggestions they provided have contributed significantly to this report.

on population 1/ shows that there are over 170 organizations that provide international population assistance, such as the World Bank--which has had population-assistance programs since 1969--and U.S. bilateral aid population programs. In addition, the number of developing countries having adopted policies supportive of family planning increased from 19 in 1965 to 81 in 1975.

The United States supports many population programs and projects. Between fiscal years 1971 and 1977, U.S. financing for bilateral and international efforts totaled \$1 billion. U.S. financing for fiscal year 1978 alone was \$161.8 million, representing 58 percent of total donor population assistance to developing countries. Financing for fiscal year 1980 is projected at \$216.3 million. About 70 percent of U.S. funds are directed to country-specific programs that emphasize family planning services. It is increasingly recognized that efforts to slow population growth should be integral parts of development planning. AID, for example, is required by law to see that all countries given U.S. assistance consider population growth as part of their development strategy. Despite attempts to reduce population growth, the AID Administrator predicted that by 1985 there will be a 100-million ton, global-food deficit, directly attributable to population growth outstripping agricultural production.

Basic factors work against achieving greater progress, such as male-dominated societies, weak village organization, inadequate community participation, relatively low government commitment, and the traditional social and economic role of children. The leaders of some developing countries resist attempts to limit population growth, arguing that growth rates will decline naturally as development occurs. Others, however, are undertaking programs to restrain growth.

Another problem is that population and food planners use different technologies and take different approaches in their respective areas. According to an AID official, for instance, the major obstacle to achieving a greater balance between population and food supply is the difficulty in getting food and population planners to focus on the relationship between the two. Food planners are largely concerned about next year's crops. Accordingly, they view food production as an area into which population increases cannot be introduced quickly enough to affect efforts to adjust output. Population

1/"Population Growth Problem in Developing Countries: Coordinated Assistance Essential," (ID-78-54, Dec. 29, 1978.)

these objectives and re-focus international attention on them, in the long run real progress in eradicating hunger and malnutrition depends on the ability of individual countries to act on these initiatives and calls-for-action.

WOMEN IN AGRICULTURE:
EQUAL WORK WITHOUT EQUAL RIGHTS

WFC noted that rural women in developing countries account for at least 50 percent of food production. Accordingly, the Conference called on all governments to

- involve women fully in the decisionmaking process for food production and nutrition;
- provide women with full access to all medical and social services;
- educate and train women on an equal basis with men and put consumer credit at their disposal; and
- promote equal rights and responsibilities for men and women in the battle against world hunger.

Minimal actions

Overall progress made in this area has been limited. According to an FAO statement, ^{1/} increasing expressions of concern and pressures for reform have surfaced in several international conferences, wherein measures to enhance the status of women and their contributions to development have been called for. Nevertheless, improving participation in development of rural women in the majority of the developing countries is still minimal, with programs reaching local levels in only a few countries.

Since 1975, FAO has increased its programing involving rural women. In April 1976, it established an inter-divisional working group on women in development and circulated guidelines and procedures to encourage all units in FAO to review their programs and to include women where possible. Guidelines were also issued to all FAO representatives and field-project managers on the integration of women into

^{1/}FAO statement to the Economic Commission for Western Asia on the regional plan of action for the integration of women in national development; (May 28 to June 3, 1978), Amman, Jordan.

well as projects designed to improve education. The AID fiscal year 1980 budget request is \$715.4 million for food, nutrition, and rural development.

Available funds exceed suitable projects

During our review, we noted strong indications that development of viable projects is not keeping pace with available financial resources. For instance, a 1978 WFCL report noted that rural-development project identification and preparation has not kept pace with the readiness of external agencies, such as the World Bank, in providing funds. FAO and U.S. officials we spoke with agree with this assessment. One WFCL official, for example, said more technical assistance is needed to help generate good rural-development projects.

FAO assumed leadership of the U.N. rural-development task force in January 1978, having previously participated in four of the five exploratory missions mentioned above. We were informed, however, that no assessment has been made to determine which countries need agrarian reform and rural development. In any case, FAO and the task force can only help countries that request assistance. An estimate is that from 30 to 40 countries need such assistance.

A major effect of this inability of project development to keep pace with available resources is the corresponding slow-down in efforts to increase food production. This situation is further complicated by the fact that it may take as long as 5 years from project concept to start-up. Some rural-development projects may take even longer because they are so complex, requiring social services involvement. In addition, although some developing countries have the ability to design projects suitable for financing, others --usually the poorer ones--probably will not have this capability for many years. To help overcome this obstacle, more technical assistance, training, and fellowships are needed to help countries develop the necessary expertise to identify and prepare suitable projects.

World Conference on Agrarian Reform and Rural Development can help implementation progress

The July 1979 Agrarian Reform Conference at FAO headquarters in Rome provided the first opportunity since WFC to make broad-scale progress in agrarian reform and rural development. Representatives of several international organizations, including WFCL, FAO, and the World Bank, held inter-agency meetings to plan the agenda. The central issues that

CHAPTER 5

SLOW PROGRESS IN OTHER RESOLUTIONS

Other issues affecting the world food situation were addressed at WFC. Some WFC resolutions represent broad calls-for-action in diverse areas affecting the social, political, and economic concerns of many people worldwide. Perhaps the most prominent example of this type is resolution 14, calling for the reduction of military budgets in order to increase support of food production. (See executive overview, p. 9.) Other major areas involve calls for progressive rural development, education, and agrarian reforms (resolution 2), an increased role for women in agriculture and rural life (resolution 8), and a balance between population growth and food supply (resolution 9). These resolutions are for the most part addressed to all governments in general rather than to a specific organization or entity wherein responsibility for implementation could be appropriately fixed. They also involve other major forms (population control, land redistribution, women's rights) normally outside the scope and authority of food forums.

Perhaps for these reasons, more definitive actions to implement the resolutions have not occurred. Some progress has been made in these areas, but assessments are difficult to make. Certainly greater effort is needed to overcome the unique obstacles facing these resolutions. Competing political and national interests have probably retarded progress in these areas more than in those dealing directly with food technology and resources, such as fertilizers, pesticides, and seeds.

LIMITED PROGRESS IN AGRICULTURAL AND RURAL DEVELOPMENT

WFC called for broad improvements in agricultural and rural development. Resolution 2 urged all governments to bring about progressive agrarian reforms by eliminating exploitive patterns of land tenure, credit, and marketing where they prevail. It encouraged each country to identify and implement food production and rural-development programs that would provide job opportunities and better social services, and generally increase the participation of rural people in their own social, political, and economic development. Resolution 2 also encouraged countries to eliminate rural illiteracy within 10 years and to develop cooperative organizations.

FAO has responded to the WFC resolution on trade by developing a strategy that broadens the idea of international agricultural adjustment into a framework which systematically monitors the progress of world agriculture through established policy goals and objectives. Accordingly, FAO has urged member governments and other international and regional bodies to consider this strategy when formulating and implementing their respective agricultural programs and policies.

The United States has participated actively in the various food trade negotiations which the General Agreement on Tariffs and Trade and the U.N. Conference on Trade and Development sponsor. In the case of the latter, the United States was a party to the recently achieved general agreement on a Common Fund--a fund set up to help stabilize widely fluctuating prices of some 18 commodities. Further, the United States was an active participant in the successfully concluded Tokyo Round of the Multilateral Trade Negotiations (MTN). The MTN package includes tariff reductions and reforms of some basic rules and procedures of international trade, such as licensing and customs valuation.

In line with recommendation 7 of WFC resolution 19, in early 1976, the United States put its Generalized System of Preferences into effect to help developing countries diversify exports, broaden manufacturing bases, and increase their foreign-exchange earnings. Under this scheme, duty-free entry into the United States is provided for some 2,800 tariff items, of which approximately 300 are agricultural. As of 1976, approximately 135 countries and dependent territories were eligible under the U.S. version of the Generalized System of Preferences, which is authorized to continue until January 1, 1985. Although the impact of this scheme cannot be fully assessed at this time, AID indicates that beneficiary countries are not making the most of the opportunity it presents.

CONCLUSION

Of all the major issue areas addressed by WFC, food trade is one in which the least has been accomplished in terms of implementing Conference resolutions and recommendations. Indeed, perhaps more than any of the WFC resolutions, this one has exemplified the difficulties encountered since 1974 in translating broad, and often vague, calls-for-action into practical policies and programs. Perhaps because it primarily involves important domestic considerations about which only a limited amount can be done, the food trade area was at the

deficiency because its crops are subject to significant variations that have led to massive Soviet interventions and corresponding disruptions of the international market.

We were told that information from developing countries is often untimely and inaccurate because of deficiencies in staffing and data collection systems within the countries. For instance, FAO maintains that it does not have enough senior agricultural advisors to cover all developing countries.

FAO is also attempting to increase the number of full-time representatives in developing countries to help improve the quality of information it receives. In addition, FAO technical-assistance projects in Tanzania, Nepal, Afghanistan, Somalia, and Kenya are using UNDP funds to improve early warning systems. Further, the AID Office of U.S. Foreign Disaster Assistance did work in 1977 to develop weather/crop yield models to assist developing countries in Africa and the Caribbean in projecting the productivity of their major food crops.

FOOD TRADE: LIMITED PROGRESS, MANY PROBLEMS

In resolution 19, "International Trade, Stabilization and Agricultural Adjustment," WFC sought to make world food supplies more available, in terms of production and distribution, by measures aimed at (1) liberalizing trade in agricultural commodities, (2) encouraging developing-country agricultural exports, and (3) establishing an overall integrated program to consider new approaches to commodity problems. Developing and developed countries and international bodies, such as FAO and WFP, were urged to adopt policies and undertake programs that would result in a world trade system less restricted by protective barriers.

Our review showed that progress in this area has been slow. WFCL and FAO have come to similar conclusions, declaring that little progress has been made either in the area of international agricultural trade or in reducing restrictions against developing-country exports. One international official told us bluntly that the WFC resolution on food trade has been the least successful of all 22 resolutions, in terms of implementation. All of the U.S. officials with whom we discussed this resolution had similar, if not quite so emphatic, reactions.

agricultural input and supply/demand conditions, and assessing weather conditions which affect agriculture. All governments and international organizations were requested to participate by volunteering pertinent agricultural and climatic information to FAO which, in turn, would analyze it and disseminate the results periodically to participating countries and organizations. FAO, other international organizations, and bilateral agencies were also called on to provide all interested governments with technical and financial assistance to improve data collection and dissemination.

The Global Information and Early Warning System on Food and Agriculture was established in 1975. Before that, FAO was doing somewhat the same thing on an ad hoc basis. At the center of the global system is a small unit in the FAO Commodities and Trade Division of the Economic and Social Policy Department, called the Food Information Group, which analyzes data, prepares and issues reports, and acts as a liaison between FAO and member states on matters concerning the system. For developing countries, a secretariat working party has been established in which the FAO Office for Special Relief Operations, its Food Policy and Nutrition Division, and WFP participate. When the prospect of a food shortage arises, the working party analyzes the salient information, issues alerts to governments, and recommends appropriate actions. The FAO "Food Outlook" Board monitors the system internally, and the Committee for World Food Security oversees it externally.

As of June 1978, 93 countries were participating members, providing the information on consumption and production of pesticides and fertilizers, food import and export flows, crop forecasts, meteorological conditions, prices, and other such items which the Food Information Group uses to prepare its reports. Additional data is provided by FAO headquarters and field staff, the International Wheat Council, WFP, USDA, and AID attache reports, State Department country-food assessments, the International Fertilizer Supply Scheme, the World Bank, and the World Meteorological Organization.

Global Early Warning System publications include the following.

--Food Outlook--A widely distributed, monthly report on weather and crop conditions, food aid, fertilizer supply/demand, and so forth. Quarterly reports go into greater detail.

--Food Aid Bulletin--A quarterly report on food transactions, availabilities, and shipments.



WFP photo.

THE UN/FAO WORLD FOOD PROGRAMME PROVIDES FOOD FOR FORESTRY WORKERS GROWING SEEDLINGS TO HELP REPLACE DEPLETED FOREST RESOURCES IN GHANA.

Public Law 480. ^{1/} Similarly, title III of Public Law 480 provides a certain degree of continuity by allowing the United States to enter into multiyear supply agreements with recipient countries in connection with development projects. During 1978, the Administration supported a bill in the Congress to create a wheat reserve of 6 million metric tons, but action was not completed before adjournment. A similar bill was introduced in April 1979 for 4 million metric tons to back the Public Law 480 program. The primary purpose of the reserve would be to provide emergency relief and guarantee U.S. food aid in times of short supply.

A new Food Aid Convention agreement, when completed, is expected to contain the 10-million-ton target set by WFC. Nevertheless, it is important to note that, at this point, the food aid program has yet to be placed on an assured level of the 10-million-ton WFC goal.

Regarding concessional food, the United States and Japan are the only major donor countries that do not provide food aid entirely on a grant basis (although, as the table on p. 31 shows, U.S. food aid exceeds other countries' assistance). The United States believes that a switch to total grant food aid, as suggested by the Committee on Food Aid, could disrupt world trade flows and could be regarded as dumping. Nonetheless, the United States does support increased concessional assistance, as indicated by the growth of the grant element from 29 percent in fiscal year 1976 to 33 percent in fiscal year 1978. In addition, under title III of Public Law 480, the United States can allow recipient countries to use commodities and local currency proceeds from the title I programs for agreed-upon development projects, which are credited against repayment obligations, essentially making title III a grant program.

On a worldwide basis, the percentage of food aid to the poorest countries has increased, as follows.

<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
41%	43%	19%	40%	70%	76%	78.6%	68.2%

U.S. policy also supports high proportions of food to these poor countries. For example, Public Law 480 requires that

^{1/}Title II minimum levels are as follows: FY 1978-80--1,600,000 metric tons; FY 1981--1,650,000 metric tons; and FY 1982 and afterwards--1,700,000 metric tons.

in developing countries to its overseas missions. Favorable comments have been received from some of these missions, and the matter has been discussed further with State Department, OMB, and USDA officials. Our interviews with U.S. officials indicate, however, that there is no strong consensus that establishing reserves is the appropriate policy to improve food security in developing countries.

IMPROVEMENTS TO FOOD POLICIES NOT FULLY IMPLEMENTED

WFC resolution 18 is a multifaceted call for improved policies on food aid. As might be expected with such a wide-ranging resolution, there have been both successes and failures in implementing it. Specifically it asks for

- the reorganization of the intergovernmental Committee of WFP;
- the provision of at least 10 million tons of grain, annually, for global food aid;
- greater advance planning for long-term food aid;
- more concessional food aid;
- increased amounts of food aid going through WFP;
- the use of food aid repayments for nutrition and emergency relief programs; and
- the designation of certain food aid for emergency purposes, together with established guidelines for WFP use of such resources.

As called for by WFC, the WFP intergovernmental committee was reconstituted in 1976, as the Committee on Food Aid Policies and Programs, to serve as the governing body with the added responsibility of reviewing food aid policy.

In 1978-79 donor countries did not reach the target of 10 million metric tons of food aid in cereals as expected, and a shortfall is indicated for fiscal year 1980. Meanwhile, the officially pledged total still remains at 4.2 million tons in the Food Aid Convention. Negotiations for a new Convention have provided provisional pledges of 7.59 million tons, but these await conclusion of the negotiations before becoming effective. The United States has vigorously supported this objective. Section 3 of Public Law 480 urges the President to sustain significant U.S. contributions

WORLD FOOD SECURITY NOT YET REALIZED

The underlying purpose of resolution 17 is to assure that developing countries receive adequate grain supplies in years of normal and poor harvests. Other requested actions included intergovernmental discussions on the adequacy of world food stocks, the formation of national stockpiles for grain, the establishment of strategic grain reserves, and the development of national food stock policies.

Some progress has been made, but according to WFCL and U.S. officials, further progress in world food security depends on completing an international agreement that embraces a working system of internationally coordinated, nationally held wheat reserves. WFCL officials believe that such a system would prevent the repetition of the serious price convulsions and supply distortions of 1973-74.

The significance of renegotiating the 1971 International Wheat Agreement

Since WFC, efforts to establish an internationally coordinated system of nationally held food reserves have focused on renegotiating the 1971 International Wheat Agreement, which embraces a Wheat Trade Convention and Food Aid Convention. The proposed Wheat Trade Convention would require member countries to (1) accumulate reserves whenever a world wheat price indicator reaches a specified lower trigger point and (2) release those reserves when a specified higher trigger point is reached. The Convention also provides for consultation by members to consider further joint action if the reserve measures fail to adequately stabilize market prices.

Although all participants in the Wheat Trade Convention negotiations support the concept of such a system, no consensus exists on the technical details of the system's operation. The issues yet to be settled include the price points triggering the release and accumulation of reserves, the size of the reserve and its distribution among participants, and the special provisions concerning the participation of developing countries in the agreement. In February 1979, the negotiations for a new international wheat agreement were suspended. The next month the Conference of Governments agreed to extend, for 2 more years, the old 1971 wheat agreement, which has already been extended three times.

Our interviews with WFCL, FAO, and U.S. officials confirm that the unresolved issues are the most difficult to solve. For instance, on the question of the size of the reserve,

stating that without such an assessment, and without an inventory of programs and resources, WFCL has no basis for recommending budget increases or decreases. We believe the assessment is necessary to muster essential resources.

There is no common understanding of what adequate nutrition means. According to one U.S. official, interpretations range from a simple absence of hunger, to those diets which provide all recommended nutrients and are prepared and administered under sanitary conditions. Goals should be set somewhere between these wide parameters; yet, this will probably not be done soon because there has been little attempt to define nutrition in terms of international policies and programs.

Indications are that nutrition is not a high priority in many developing and developed countries and international organizations. In this regard, some officials believe that developing countries have been unwilling to place a priority on improved nutrition or to consider needed internal policy and structure adjustments.

U.S. and international officials agree that progress on this WFC resolution has been particularly slow, and they believe nutrition should be given a higher priority. More funds and technical assistance should be made available to developing countries to help them devise programs and projects, since adequately developed and tested methodologies for nutrition projects and trained personnel are lacking.

assess existing programs and needs; and training courses in analysis and operation of food-contaminant monitoring and control programs have been started.

Major constraints in implementing the WFC nutrition recommendation involve training needs in developing countries and the lack of an appropriate food control system to function as a basis for successful national monitoring programs. Some of the constraints, particularly those pertaining to training needs, can only be removed with additional resources.

WHO is the lead agency in nutrition monitoring activities. FAO assists in collecting and using data related to nutrition as a basis for planning and monitoring development programs. Issues relevant to nutrition monitoring include

- whether efforts should be concentrated on a global system;
- whether governments wish to adopt national monitoring systems; and
- whether nutrition monitoring should be established in the context of development programs and projects, as well as for evaluation of applied programs.

A USDA official stated that the global nutrition monitoring system called for by WFC was probably not feasible, either in terms of cost or methodology. U.S. officials believe that priority should not be given to field data collection for a global nutrition monitoring system but, rather, on assistance to member countries in establishing national systems to monitor the impact of development projects and programs on nutrition.

In general, AID has taken important program initiatives for improving nutrition in developing countries and has assumed a key leadership role in the nutrition field. Most AID programs in agriculture, health, family planning, education, food-for-peace, and direct nutrition assistance relate in some way to the nutritional status of populations. Moreover, the largest segment of the overall AID development assistance program, the food and nutrition component, is designed to alleviate hunger and malnutrition in the developing countries. Funds AID specifically devoted to nutritional improvement increased from \$6.6 million in 1973 to an estimated \$46 million in 1977 and to \$55 million in 1978.

CHAPTER 3

WORLD HUNGER AND MALNUTRITION WORSEN

DESPITE DEVELOPMENT EFFORTS

At the time of WFC millions of people throughout the world were hungry or malnourished. The WFC resolution 5 called on all governments and international agencies to formulate nutrition plans and to assess the extent of world-wide malnutrition. Specifically, governments were urged to

- initiate and strengthen food and nutrition programs for vulnerable groups;
- include nutrition training in education programs;
- strengthen health and family planning services;
- assist women in fulfilling their key roles in nutrition;
- stimulate local nutrition initiatives;
- explore the feasibility of fortifying widely consumed foods;
- strengthen consumer protection and other services; and
- establish nutrition research projects.

International organizations and other parties were called upon to provide assistance to requesting governments for the supplementary feeding of malnourished children, to inventory and produce more noncereal vegetables, and to establish a global nutrition monitoring system. WFC also recommended that the joint FAO/WHO food-contamination monitoring program be further developed to provide early information to national authorities for appropriate action.

According to a March 1979 report by the executive director of WFCL, there are more hungry people in the world today than ever before. Estimates of undernourished people in the world vary from 450 million very severe cases to 1.3 billion cases with some degree of energy deficiency. Our review showed that progress has been slow in the nutrition area because of factors such as (1) a lack of a common understanding of what adequate nutrition means; (2) the fact that

research, extension, and training systems). The benefits of these projects will be realized only in future years. Second, some international organizations and developing countries believe that insufficient external assistance has been provided, even with the currently prevailing situation wherein available funding seems to exceed suitable development projects. Third, donor countries assert that developing countries have been unwilling or unable to make the political commitments and internal adjustments needed to justify existing or increased assistance. For example, only a few developing countries have attempted to develop specific food and nutrition plans, a basic prerequisite to the most effective utilization of available resources and justification for increased assistance.

In our view, removing obstacles to further progress in the food production area will require more planning and cooperation between the international donor community and the recipient countries. Integrated food and agriculture plans--including specific information on requirements, personnel, and field trials--are needed in most developing countries. In addition, equitable pricing and marketing systems are needed to give farmers incentives for increased production. Further, more funds should be applied to training and increasing technical personnel because the lack of adequate planning, coordinated development, and management personnel have hindered further progress in developing countries.

In the areas of fertilizer, water, and seeds, the lack of a conducive pricing policy and equitable credit system are perhaps the greatest obstacles. The market system needs to provide incentives for farmers to increase production by assuring that the agricultural costs will be profitably exceeded by the price received for their production. In this regard, one official suggested that higher prices for production might be the most workable course of action.

Nearly all the agricultural input areas require some degree of integrated program planning. The water problem, in particular, demonstrates this. Water resource and use surveys, a funding program, a farmers' educational program, and the availability of extension services are all important elements to the success of a major irrigation effort. Similarly, the choice of fertilizers depends on soil analysis studies.

Although much has been accomplished in food and agricultural research, extension, and training, it is evident that more needs to be done. This is particularly true for

undertaken by AID and USDA. These agencies, under recent acts of the Congress, are working to expand and strengthen the involvement of American colleges and universities in international agricultural research.

Title XII of the Foreign Assistance Act of 1961, as amended, was added by the International Development and Food Assistance Act of 1975. It provides for the creation of a Board for International Food and Agricultural Development. This Board became operational in 1977, and inaugurated a series of baseline studies of agricultural research, education, and extensive systems in a dozen or more developing countries. In addition, the Board is providing support for a substantial planning grant that will specifically address coastal fisheries and inland aquaculture.

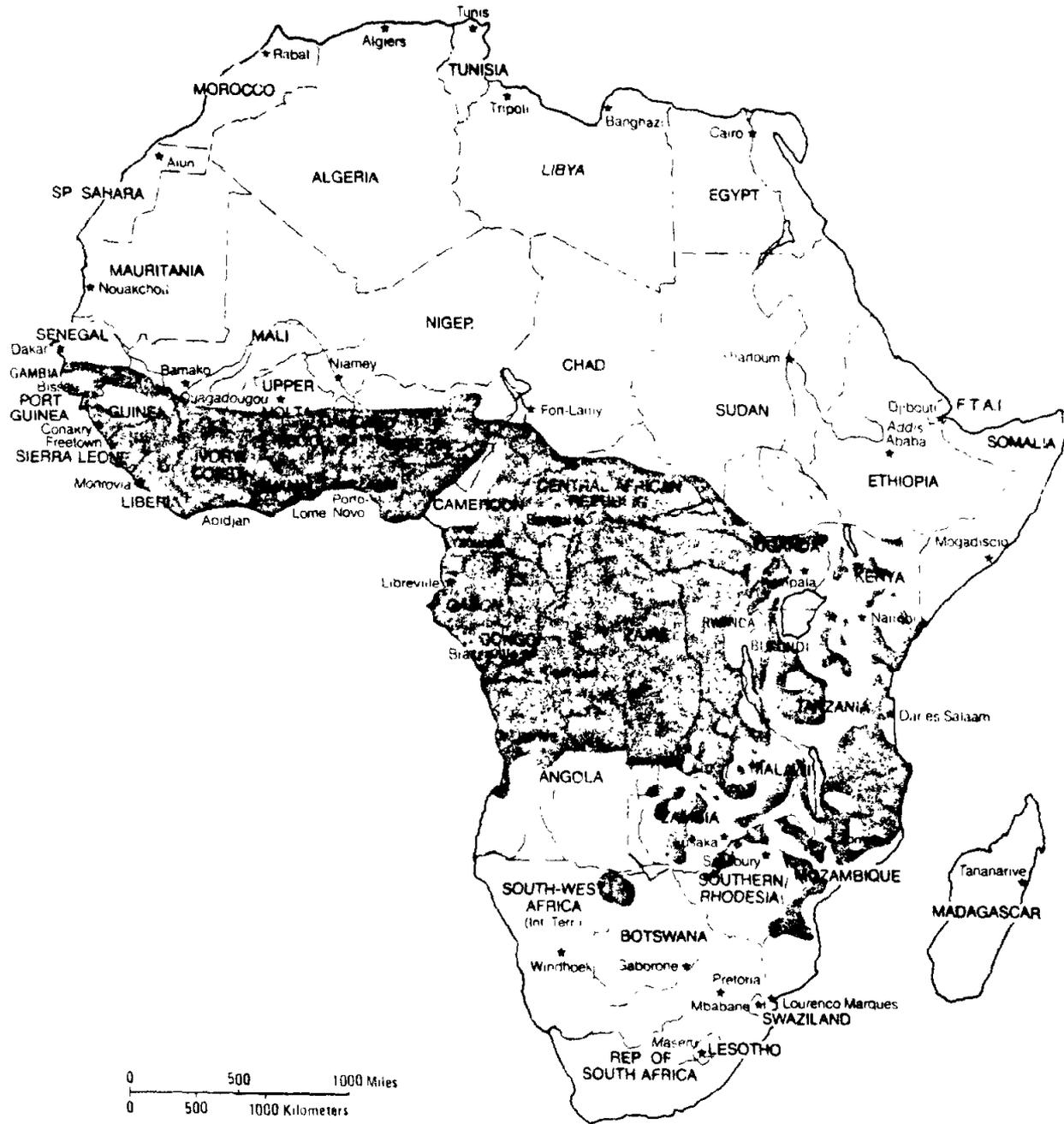
Paralleling the title XII provisions of the Foreign Assistance Act, Title XIV of the Food and Agriculture Act of 1977 seeks to increase cooperation and coordination in agricultural research activities by colleges, universities, and Federal agencies.

Progress depends on both
developing countries and donors

The consultative group concluded that developing countries needed to make a much stronger, longer term commitment to build and strengthen their agricultural research systems. The group added that this will not happen unless donor governments and agencies make similar commitments to the developing countries. Several major steps have been recommended to build on the promising base already established since WFC, including these:

- Agricultural research must be given higher priority in the development programs of developing countries and in the concerns of the development assistance agencies.
- Developing countries must make more efficient use of research resources via improved planning, organization, and management.
- Developing countries must increase the supply and upgrade the skills of national research personnel.
- Developing-countries research institutions must be provided with the needed support to attract and retain skilled scientific personnel to enable them to work effectively.

DISTRIBUTION OF TSE-TSE FLY



AGRICULTURAL INPUT: INCREASED TECHNICAL
SUPPORT AND INTERNATIONAL COOPERATION
WOULD IMPROVE FOOD PRODUCTION

WFC resolutions called upon developed and developing countries and international organizations to (1) expand the supply of agricultural resources to make them more readily available to those countries most in need and (2) increase the efforts to gather and analyze information regarding better ways to use and conserve these resources. Progress has been made with some of these resources, such as fertilizer, pesticides, and seeds. In other areas, however, such as increasing the amount of food-productive lands, more work is needed.

Good progress in resolutions on
fertilizers, pesticides, and seeds

The WFC resolutions regarding fertilizers, pesticides, and seeds largely reflected the situation of the early 1970s, when available supplies were extremely tight and costly. The fertilizer demand exceeded production so greatly, for example, that by 1974, prices had increased 300 to 400 percent over 1971 prices. Naturally, developing countries, particularly food-deficient ones, felt these shortages the most.

Reasonable progress has been made on these resolutions. Fertilizer production is up, and current estimates indicate that world needs can be met commercially, except for the poorest developing countries, who will require assistance for several years because of balance-of-payment problems. WFCL officials anticipate that fertilizer supplies will be adequate until 1981. In fact, production may exceed demand. Pesticide supplies have been adequate since 1976. Existing technology will most likely enable the world to cope with pests within 5 to 10 years.

FAO has increased its plant protection services, and to help meet the need for quality, high-yield seeds, the Seed Industry Development Program has also assisted the national seed programs of member countries. As of November 1978, the governments of 21 countries had seed programs eligible for assistance amounting to \$38.8 million.

The United States has been especially helpful with its fertilizer assistance. It provided 28 percent of the total tonnage of fertilizer to developing countries in recent years and also made over \$80 million available for bilateral procurement in fiscal years 1977 and 1978. The United States has also been the major supporter of the International Fertilizer

Developed and developing countries are also being urged to increase external and internal resource levels. Developing countries are being asked to make food production one of their highest developmental priorities and to underscore this new status by significantly increasing available internal capital, labor, and related resources. Similarly, requests have been made to donor countries to continue to increase their technical and financial assistance for food and agriculture, especially the amount of those funds allocated concessionally.

Finally, international organizations and agencies--including the World Bank, IFAD, UNDP, FAO, and others--are being called on to provide expanded financial and technical support in behalf of developing and developed-country efforts to increase food production. These institutions are also being asked to improve the coordination of multilateral and bilateral activities in the food production areas.

Although the United States has done a good deal since WFC to help increase food production in developing countries, some observers believe that more should be done. For instance, a U.S. official noted that we do not accept the U.N. guideline stipulating that 0.7 percent of a developed country's GNP should be devoted to official development assistance for developing countries. The U.S. figure in recent years has averaged around .25 percent--twelfth (as of 1976) among Development Assistance Committee members of the Organization for Economic Cooperation and Development. The U.S. response in terms of increasing its food production allocations has been mostly one of qualified agreement. Although not disputing the need for greater overall efforts, the United States is neither smug nor embarrassed by its performance along these lines. A statement in an official document prepared for the U.S. Delegation to the Fourth World Food Council meeting in June 1978, illustrates this view.

"* * * our commitment to increasing assistance to food and agriculture cannot be separate from the question of removing constraints to increasing food production and improving its distribution to needy people. Last year the United States had difficulty programing all of the resources it had allocated for this purpose because of a shortage of suitable projects. The World Bank and regional banks have reported similar difficulties. Furthermore, sustaining rates of increase in our assistance depends on our ability to demonstrate that past expenditures have been effective in meeting the needs of the poorest groups."

increasing food production. The authors were unable to reach definite conclusions on some key issues because of insufficient country-level data.

The developing countries usually attribute their shortfalls in food production to inadequate external assistance. Proponents of this position point to the disparity between actual external assistance commitments since WFC and the \$8.3 billion figure estimated by WFCL and others as being the minimum annual amount needed to enable developing countries to increase their overall annual growth rates in food production from the 1974 level of 2.7 percent to the 4-percent level called for in resolution 1. Indeed, in a recent report, WFCL calls the overall increase in external assistance for food, from \$2.7 billion in 1973 to \$4 billion in 1977, modest when compared with the tripling to quadrupling of resources estimated to be needed. 1/

More cooperation and commitment needed
to reach food-production objectives

WFCL and others are urging all developing countries, especially the poorest ones, to develop food and nutrition plans based on a careful assessment of their needs and resources. In this connection, developed countries are being asked to provide additional technical assistance to help developing countries in this process. Responding to these requests, the United States, at the fourth WFCL meeting in June 1978, offered to join other countries and international agencies in helping individual food-priority countries prepare these plans. The United States emphasized that such plans should not be mere "shopping list" projects, but rather, comprehensive analyses which (1) establish realistic food production and nutrition targets, (2) identify major policy constraints and financial requirements, and (3) set forth a comprehensive program and sequence of measures for meeting the targets. This proposal, not incidentally, builds on previous efforts undertaken by Bangladesh, Honduras, Senegal, and Sudan, in cooperation with one of the major WFC follow-up bodies, CGFPI, to develop food and nutrition plans within those countries.

1/To offset the impact of inflation, all figures cited are in terms of 1975 constant prices.

CHAPTER 2

STRATEGY FOR INCREASING WORLD FOOD

PRODUCTION HAS HAD LIMITED SUCCESS

WFC outlined a strategy through its resolutions and recommendations, by which global hunger and malnutrition could be eliminated. The essence of this strategy addresses the fundamental question of how food production can be increased. All of the Conference resolutions touch on this basic question to some degree, but the eight covered below relate more directly to the means of doing it. Resolution 1, objectives and strategies of food production, deals with certain broad areas by which general progress can be measured, such as plans, resources, and criteria. Resolutions 3, 6, 7, 10, 11, and 12 are concerned respectively with improvements regarding fertilizers, soil, water, pesticides, trypanosomiasis control, and seeds. Resolution 4, food and agricultural research, extension, and training, addresses international, regional, and national agricultural research policies and programs in terms of their potential role in efforts to increase food production. More could be accomplished if the world community would implement the Conference resolutions more vigorously.

WFC GOAL FOR FOOD-PRODUCTION INCREASE NOT MET

In resolution 1, WFC set down broad guidelines for eliminating global hunger and malnutrition within a decade. The general objective was to increase agricultural production by a minimum annual rate of 4 percent in developing countries, especially those most seriously deficient in food. WFC recognized that achieving this goal would require the combined efforts of developed and developing-country governments, international organizations, and financial institutions. Assistance came from all these sources, especially from international organizations and financial institutions; however, the food production growth rate has fallen well short of the 4-percent goal.

To isolate 1 year for purposes of illustration, in 1976 when world food production improved substantially--including a 3.1 percent overall increase in the developing countries--the increase in the food-priority countries 1/ was only 1.2 percent. On a per capita basis, food production in developing countries, as a whole, increased 0.5 percent in 1976, but declined by 1.4 percent in the food-priority countries.

institutions for ongoing appraisal and post-completion evaluation functions to assure that recipient government institutions, and the governments themselves, remain continuously involved in the projects--identifying problems, making improvements, and gaining experience and expertise that can be applied in replicating successes. An additional objective is to increase the development impact of the project by providing employment and incomes to people in the local institutions utilized.

Initial successes in "bankable" projects

In April 1978, IFAD approved its first two loans of \$12 million each, on highly concessional terms, to Sri Lanka and Tanzania. The total investment costs of these food and agriculture development projects are approximately \$39 million and \$30 million, respectively. In October 1978, Fund participation in four more loans to Thailand, Ecuador, Haiti, and Guyana amounted to \$36.8 million. IFAD is participating as a co-financier in these loans along with the Asian Development Bank, the World Bank, the Inter-American Development Bank, and others. The Fund plans to commit \$300 to \$350 million during 1979, primarily through co-financing arrangements. In addition, cooperation agreements have been concluded with FAO, UNDP, the World Bank, and the three regional development banks.

Admittedly, IFAD is initially participating in so-called "bankable" projects developed under the auspices of other international financial institutions. These projects tend to be less risky, and are perhaps not as representative of the IFAD objective of reaching the poorest people. IFAD recognizes this as well as the fact that it may take 2 to 3 years before it begins to fund its own projects and arrange to identify, prepare, negotiate, and implement them. The policies and criteria thus far set out and applied by IFAD reflect only initial attempts to develop more concrete criteria and guidelines. According to an IFAD official, actual experience will heavily influence the development of more definitive lending criteria.

Future funding

The IFAD plan is to (1) concentrate on effective utilization of existing funds, (2) demonstrate the successful application of these initial resources, and then (3) examine the need for additional resources before the initial 3-year period is over in 1981. IFAD management told us in November 1978 that it was not then considering or planning for fund replenishment.

cooperation and coordination. Some officials question whether this job can be done by other groups. In our opinion, responsible donor groups should reassure themselves that appropriate coordination is taking place. We suggest that a reassessment be made through WFCL to see if the disbanding of CGFPI has had any serious impact on coordination, and more importantly, to assure that coordination is actively being carried out through remaining channels.

INTERNATIONAL FUND FOR AGRICULTURAL
DEVELOPMENT: SUCCESS IN CONCESSIONAL
FINANCING FOR FOOD PRODUCTION

One of the most notable WFC achievements was the creation of IFAD to marshal additional resources for food production. IFAD provides concessional financing for projects designed to increase food production and improve nutrition in food-deficient countries. The Fund, established in November 1977, was not intended to duplicate existing bilateral and multilateral funding. With initial capital resources of over \$1 billion, the Fund can potentially become another major source of financing for people-oriented agricultural development. (See item 3, below).

IFAD's special feature as a joint
undertaking of traditional and new
donors

A principal feature of IFAD, is its conception as a joint undertaking, bringing together the traditional foreign assistance donors and the newer donors, who are members of the Organization of Petroleum Exporting Countries (OPEC). These groups of donors work with a third category of members--the developing-country beneficiaries.

The Fund's initial \$1 billion in capital resources consisted of pledges from developed member countries (\$567.3 million); the OPEC developing countries (\$435.5 million); and recipient developing nations (\$19.3 million). As of November 1978, approximately \$250 million in cash had been paid in by member governments. Cash receipts, not counting investment income, are expected to increase to \$425 million in 1979. With these monies and with the investment income from undischursed resources, the Fund finances programs for food production. In particular, IFAD is expected to pursue three important objectives upon which U.S. support (\$200 million) is primarily based.

1. IFAD will provide substantial additional resources for agricultural development rather than

Persuasion is the main development
resource of WFCL

WFCL can recommend remedial actions as appropriate; however, it commands no funds for development other than its own U.N.-budgeted administrative funds. The WFCL authority and impact depend largely on member support, world-community influence, and repeated calls-for-action on selected food issues. Many of the WFCL recommendations are very general, reflecting the necessity to acquire consensus among the diverse Conference participants. Moreover, such a consensus would not generally support more specific and demanding resolutions in some areas.

The principal theme of the five WFCL ministerial meetings has been a repetition and re-emphasis of the food policy actions recommended by WFC. The fifth ministerial session held in Ottawa, Canada, in September 1979, urged the development and adoption by developing countries of national food-sector strategies. Some of the more specific items of discussion included

- less-developed country (LDC) development of national food-sector strategies;
- doubling of external food-sector assistance in the next 5 years (now running at about \$5 billion);
- establishing food-project identification, preparation, and monitoring units;
- building national food reserves;
- assuring a 10-million-ton minimum food-aid level;
- early elimination of protectionist trade practices which limit LDC access to markets in developed countries;
- reduction of military expenditures in favor of allocating part of the resources to speed LDC development and upgrade their food situation; and
- establishing an International Monetary Fund (IMF) financial food facility to extend loans to LDCs faced with unexpected food import needs.

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REPORTING TO THE U.S. CONGRESS

Each year the Congress is asked to provide more money to support the efforts to alleviate global hunger and malnutrition. Because large amounts of resources are approved and allocated for these efforts, we believe that the Congress should be kept fully abreast of their status.

In commenting on a proposed recommendation in a draft of this report, many agency officials believe that another separate report to the Congress would be of little value. They said that various reports currently being sent to the Congress contain much of the information on world food problems and U.S. food policy that the Congress needs. Agency officials also suggested that the annual report to the Congress by the Development Coordination Committee could serve as an appropriate reporting vehicle.

The current version of the Development Coordination Committee report addresses--more extensively than before--many of the issues and problems in global food and hunger, including U.S. efforts in those areas. A more comprehensive version of the reporting on food and agriculture, if thought necessary by the Congress, could suffice in place of a separate report. Accordingly, we are not making a formal recommendation for a separate annual comprehensive report to the Congress on those issues, at this time.

AGENCY COMMENTS AND OUR RESPONSE

Formal, written comments on this report from U.S. executive agencies were not requested because much of the subject matter relates to worldwide international activities in which the United States is only one of many participants. We did request several U.S. executive agencies and offices to review a draft of this report and convey to us their reactions and comments, especially on the conclusions and recommendations. Accordingly, a number of very useful discussions were held with key agency officials, and a number of modifications have been made in the final report as a result of those discussions.

Agency officials were generally complimentary, stating that many of our conclusions were sound and warrant endorsement, particularly the necessity to avoid complacency, since world hunger and malnutrition persist and are growing, despite good harvests. A number of objections were raised, however, regarding our recommendation to establish a central office

This very point was explored through the question posed to officials we interviewed: "What has been done in response to the World Food Conference resolutions and recommendations that otherwise would not have been done?" With one or two notable exceptions--the International Fund for Agricultural Development, for example--the answers to this question indicated that very little had been done that could be traced directly to the World Food Conference. It should be noted, however, that since the World Food Conference it has been difficult to trace directly to it actions that have occurred in the area of food because (1) the status of the resolutions and recommendations has changed since the Conference and (2) work pertaining to them was already underway before the Conference took place. In effect, the World Food Conference seems to have become largely a symbolic reference point rather than a source of large-scale, practical actions.

NO CENTRAL MECHANISM TO TIE U.S.
EFFORTS TO WORLD FOOD CONFERENCE STRATEGY

Although several U.S. agencies, including the Department of State, the Agency for International Development, and the Department of Agriculture, are involved in U.S. efforts to alleviate hunger and malnutrition, there is no central mechanism to coordinate or report on these activities. In addition, although the Agency for International Development submitted reports on the implementation of Conference recommendations in 1975 and 1976, none have been required since by the Congress. Some U.S. officials explain that neither a central mechanism nor a periodic reporting requirement is needed because the World Food Conference has served its purpose. Other U.S. officials disagree, however, and believe that a central mechanism and reporting requirement are necessary to keep attention focused on world hunger and malnutrition.

We believe that U.S.-supported worldwide activities should reflect the continuing urgency of global food problems, instead of complacent, business-as-usual approaches that existed before the Conference and continue to exist in its aftermath. U.S. interests and those of international agencies, such as the World Food Council, will best be served by the creation of a central mechanism within our Government to coordinate and report on the status of the U.S. response in alleviating global hunger and malnutrition.

Such a central coordinating mechanism could support the World Food Council within the specific guidelines set out in its charter. This mechanism could, for example, help the World Food Council by providing it information for reports it

of 23 governmental experts began meetings in Geneva in September 1978 to start a long-range study on practical measures to reallocate military resources for economic and social development. The General Assembly expects an interim report in 1979, and the final results will be taken up at the 1981 session.

As a practical matter, however, we found no evidence of a direct reduction in military expenditures tied to an increase in funds to be used for development or food production. Nations more concerned with military preparedness tend to place higher priority on the level of expenditures for this purpose; they are not inclined to readily adopt disarmament measures or unilaterally reallocate funds for food and development purposes. The inescapable reality is that an enormous imbalance exists between levels of military expenditures and current levels of assistance to agriculture and rural development. In the long run, we believe that progress toward resolving this vital issue of military-expenditure reduction could substantially increase available resources to assist in solving the problems of world hunger and malnutrition.

The present condition wherein available funds are tending to exceed suitable projects does not mean that food problems are diminishing or that more resources are not needed. On the contrary, production shortfalls in food-deficit countries continue, with an increase in the number of hungry people. Part of the problem is that efforts to use present resources more effectively and to channel more available assistance to the rural poor require increased coordination and cooperation.

Attitudes vary on practicability of World Food Conference resolutions

Virtually all U.S. officials who were asked to identify persons or institutions responsible for implementing or monitoring Conference resolutions and recommendations said that they knew no such person or institution. Some officials asserted that there was no longer any need for such implementing and monitoring because of these reasons:

- The resolutions and recommendations that could be implemented, such as the establishment of IFAD, were implemented and those that could not, were not.
- Many of the resolutions are so broad and vague that translating them into practical actions has proved all but impossible.

The U.S.-supported trypanosomiasis control project (see ch. 2), shows how these problems can affect the development of a feasible land-use plan. In one African country, such a plan was developed and accordingly the United States decided to support the implementation of the trypanosomiasis project. Subsequently, however, this land-use plan was found to be too ambitious. As a result, U.S. officials must decide whether the trypanosomiasis project itself should be continued. It might have been better if appropriate assistance was first provided to help this country develop a more realistic land-use plan.

Although it appears that there would be more good projects than available funds if more technical assistance were applied to help developing countries conceive and prepare them, we fully support the view that U.S. commitments to increase food and agricultural assistance should be based on recipient countries' willingness to remove food-production constraints and improve distribution to needy people. Moreover, U.S. and multilateral development institution difficulties in programing allocated resources because of a shortage of suitable projects strongly suggests that increased, continuing levels of U.S. assistance should be based on the unequivocal demonstration that past expenditures have been effective in addressing basic human needs in poor countries and among the poorest people. 1/

WORLD FOOD CONFERENCE GOALS IN DANGER OF
BECOMING SYMBOLIC RATHER THAN SUBSTANTIVE

In addition to the complacency and business-as-usual attitude brought on by a decrease in the crisis atmosphere of the early 1970s, the response to the World Food Conference has also been affected by preconceptions and post-conference perceptions of its resolutions and recommendations. A view articulated by U.S. officials, for example, sees international conclaves, such as the World Food Conference, serving primarily as a means of focusing attention on specific issues or problems. This outlook recognizes the inherent difficulties involved in developing a consensus among delegates from more than 130 countries that would bring about realistic, substantive results.

The calls-for-action set out in these resolutions are variously addressed to (1) all governments in general,

1/See ch. 5, including recommendation on page 48, addressed to assisting countries in designing suitable projects.

More positive exercise of political will is needed

To combat complacency and poor coordination, the most important overall need is to strengthen the political will of donor countries and developing countries. Each country must establish policies and devote the necessary resources in a manner enlisting the cooperation of all governments and international organizations.

More specifically, a great deal needs to be done to reach the Conference goal of a 4-percent annual increase in food production in developing countries. Basic food and nutrition plans, which are essential to the efficient application of resources, are being developed in only a few countries. Progress has been slow due to (1) a lack of understanding about what nutrition is, (2) the fact that nutrition has not been given a high priority, and (3) the fact that no complete assessment of the problem has been made.

Developing-country progress in food production will also depend on the success of the immensely difficult and complex worldwide efforts contemplated for the areas of rural development and agrarian reform. Rural development includes providing a system of production, transportation, and storage for agricultural development. Training and extension services are needed to determine, for instance, the right kinds of fertilizer for the soil and crops and to teach farmers how to apply them. Pricing incentives, along with marketing and credit systems, are needed to encourage small farmers to produce more food. Land should be made available under reasonable conditions to landless farm workers and small farmers. Services, such as health and education, are also needed in rural areas to improve the quality of life and make agriculture a more attractive occupation. Finally, as many as 40 developing countries still have not adopted policies conducive to rural development and agrarian reform, and many more still need assistance to carry out existing policies and programs.

Equally important and difficult is the involvement of women in agriculture and nutrition. Although roughly 50 percent of developing-country agricultural labor is female, few agricultural projects address the role of women in production. Similarly, the link between population growth and food production is seldom made because population and food planners fail to adequately acknowledge the inter-relationship between them--even with international predictions that huge food shortages may be directly attributable to population growth outstripping agricultural production.

of developing country market economies in agricultural export earnings increased from 30 percent in 1975 to 33 percent in 1977.

Increased resources are being applied to agricultural input, including fertilizer, pest control, seeds, land, soil, and water. For instance, fertilizer consumption in developing countries increased from 12.17 million tons in 1974-75 to 15.39 million tons in 1976-77. Fertilizer production capacity of 24.35 million tons in 1977-78 in developing countries is expected to increase to 33.71 million tons by 1980-81. In addition, a major effort is being launched to utilize 10 million square kilometers of land in Africa. Much of this land is prime pasture and crop land, which is now virtually useless because of tse-tse fly infestation.

In 1978 the Food and Agriculture Organization was involved in nearly 300 projects related to agricultural research. Together, the Food and Agriculture Organization and the members of the Consultative Group on International Agriculture Research spent about \$144 million on research between 1975 and 1977.

Similarly, a U.N. task force on rural development was appointed to assist governments, and the value of projects generated through the Food and Agriculture Organization's investment center rose from \$508.1 million in 1973 to \$2.4 billion in 1977. In addition, a World Conference on Agrarian Reform and Rural Development was held in July 1979.

In 1974, the U.S. Agency for International Development established a coordinator position for women in development which supports seminars, conferences, and research in rural areas. In April 1976, the Food and Agriculture Organization established an interdivisional working group on women in agricultural development and issued guidelines to encourage inclusion of women in as many projects as possible.

World population action plans have been approved in 136 nations, and over 170 organizations provide international population assistance. By 1975, 81 countries supported family planning.

Paralleling the Council's mandate regarding follow-up actions, the U.S. Congress (Section 55(a)(6) of the Foreign Assistance Act of 1974), called on the President to implement the resolutions and recommendations adopted by the World Food Conference and to report on the extent of U.S. participation in this implementation.

8. Food and women.
9. Achievement of a desirable balance between population and food supply.
10. Pesticides.
11. Control of African animal trypanosomiasis.
12. Seed industry development.
13. International fund for agricultural development.
14. Reduction of military expenditures for increasing food production.
15. Food aid to victims of colonial wars in Africa.
16. Global information and early warning system on food and agriculture.
17. International undertaking on world food security.
18. Improved policy for food aid.
19. International trade, stabilization, and agricultural adjustment.
20. Payment of expenses to representatives of national liberation movements.
21. Expression of thanks.
22. Follow-up actions, calling for the creation of the
 - World Food Council,
 - Consultative Group for Food Production and Investment,
 - FAO Committee on World Food Security, and
 - WFP Committee on Food Aid Policies and Programs to replace the Intergovernmental Committee.

Together, these 22 resolutions contain 174 proposals for action.

Unlike previous global meetings on food problems, the Conference attempted to ensure that its resolutions would be

EXECUTIVE OVERVIEW

1974 WORLD FOOD CONFERENCE

We are convinced that the issue of hunger and malnutrition no longer have the visibility or priority they had at the time of the Conference, despite the fact that the problem of hunger is just as serious now as it was then. (See executive overview, p. 14.)

Food production assistance rose from \$2.7 billion in 1973, to \$4 billion in 1977, far short of the estimated \$8.3 billion needed to increase food production to a goal of 4 percent annually in developing countries. Increases reached 3.1 percent in 1976 and only 1.2 percent in the most needy countries. (See ch. 2.)

Malnutrition is more prevalent in the world today than even before. There are about 450 million severely undernourished people in the world and the total is increasing. Progress in treating malnutrition has been slow due to a common lack of understanding of what adequate nutrition means, the low priority given to nutrition, and lack of an overall assessment of nutritional problems. (See ch. 3.)

Food aid and security are critical aspects of world hunger which need improvement. Although now running nearly 10 million metric tons annually, the food aid programs have not been placed at that level on an assured basis. Negotiations for a new wheat agreement to establish an international food reserve system were suspended in February 1979. Predictions that food aid needs will be 14 to 16 million tons by 1985 show that a long overdue international wheat agreement and a food aid convention are essential. (See ch. 4.)

Food trade is another area in which little has been accomplished. Reasons include: restrictions on developing-country exports and fear of domestic disruptions and political and economic repercussions. On the plus side, developing-country shares of agricultural export earnings increased from 30 percent in 1975 to 33 percent in 1977. (See ch. 4.)

Progress in agrarian reform and rural development has been slow although funds that are available bilaterally and through multilateral assistance banks and other institutions have

